Minneapolis
City of Lakes

The 2017 Municipal Election: An Analysis & Recommendations

Minneapolis City Council
Standing Committee on Elections & Rules

May 9, 2018

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I. Executive Summary

More than 105,000 Minneapolitans voted in the 2017 Municipal Election, the highest turnout in twenty years for an odd-year, local-only election, representing 42.45 percent participation.[1] The 2017 election marked the City's third experience with Ranked-Choice Voting (RCV). The entire election was tabulated and unofficial results announced for all races by 7:14 p.m. November 8, less than 24 hours of polls closing at 8 p.m. on November 7.

Minneapolis experienced an increase in the number of ballots cast before Election Day, reflecting national trends favoring convenience alternatives like In-Person Absentee Voting (IPV), Direct Balloting, and Vote-By-Mail (VBM). Nevertheless, the vast majority of voters—at 89 percent—cast ballots at polls on Election Day, indicating a clear preference for the traditional manner of voting at an assigned poll on the date of the general election.

Post-election polling showed the majority of voters in 2017 primarily self-identified as Caucasian with higher levels of education and income from the City's western and southern neighborhoods. Eligible but non-participating residents were more likely to self-identify as American Indian or Multi-Racial with lower levels of education and income, largely residing in neighborhoods located in north and central areas of the city. Polling also showed voters and non-voters alike were aware of the City's use of RCV for municipal elections and were prepared to rank their preferences, if any. Finally, post-election polling revealed a diminishing gap between those who favored the use of RCV and those opposed to it compared to prior years.

This report summarizes experiences and lessons learned from the 2017 Municipal Election.

II. RCV: Systems, Procedures & Improvements

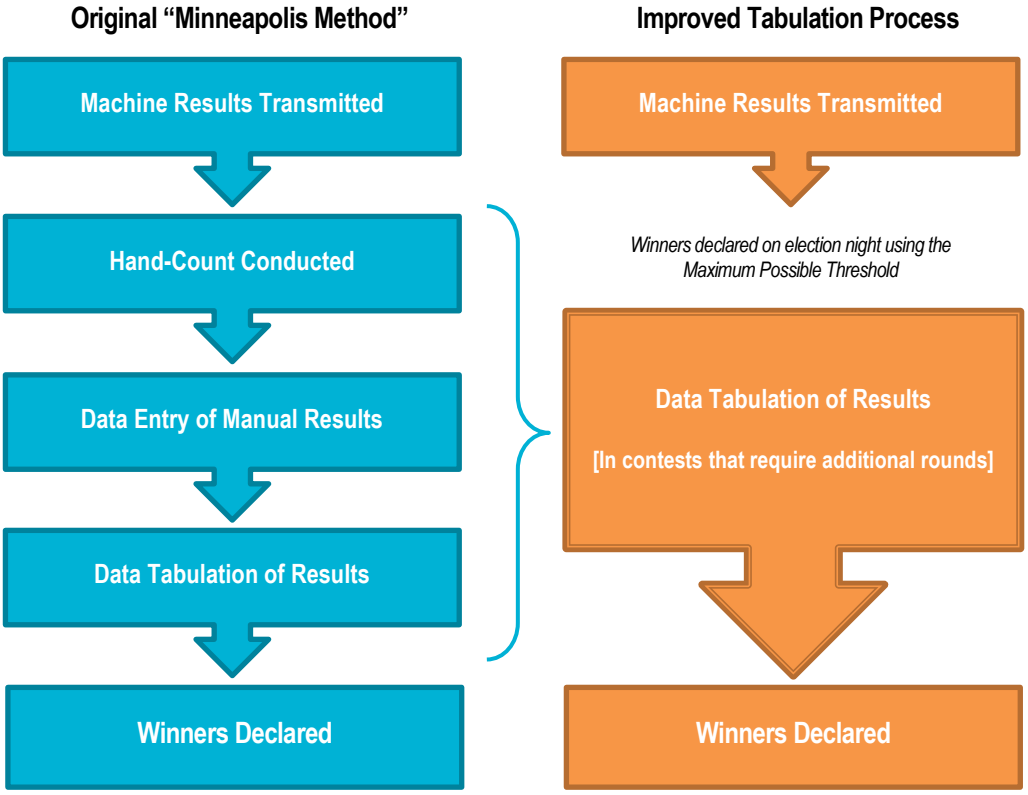
In 2006, Minneapolis voters approved the use of RCV to elect its municipal offices, a total of 22 seats on the ballot each regular election cycle. RCV was first used in 2009, which required a full hand-count to tabulate results because no automated systems were available that were compliant with federal certification standards. That first year, with a voter turnout of 45,968 (roughly 20 percent), a period of 15 days was required to complete the full manual tabulation process before unofficial results were announced. In 2013, using a new election system combined with policy refinements aimed at streamlining procedures, final unofficial results were announced in all races within 3 days, despite an increase in voter turnout to 80,099 (roughly 33 percent). In 2017, Minneapolis experienced a significant increase in voter turnout, serving 105,928 voters (roughly 42 percent), and all results were announced within 24 hours of polls closing on election night.

2009	2013	2017
Est. Population = 385,378	Est. Population = 400,137	Est. Population = 421,498
Absentee Period = Oct. 2 – Nov. 2	Absentee Period = Sep. 20 – Nov. 4	Absentee Period = Sep. 22 – Nov. 6
Absentee Total = 1,619 / 4%	Absentee Total = 4,954 /6%	Absentee Total = 11,975 / 11%
Election Day = November 3	Election Day = November 5	Election Day = November 7
Election Day Total = 44,349 / 96%	Election Day Total = 75,145 / 94%	Election Day Total = 93,953 / 89%
EDR = 2,950 / 6%	EDR = 6,634 / 8%	EDR = 9,762 / 9%
Turnout = 45,968 / 20%	Turnout = 80,099 / 33%	Turnout = 105,928 / 42%

[1] Minneapolis calculates turnout based on the percentage of registered voters participating, not on percentage of estimated voting age population.

A. Voting System & Equipment

In 2017, Minneapolis once again used the ElectionWare® voting system from Election Systems & Software, Inc. (ES&S) originally purchased by Hennepin County in April 2013. This system produces an exportable Cast Vote Record (CVR) data file that streamlines tabulation processes and eliminates the need for a manual count of all ballots. Using this exportable data file, tabulation teams are able to digitally replicate the detailed steps of the *Minneapolis Method* of processing RCV ballots, as illustrated below.[2]



The most time-consuming and costly components of the original process—specifically, the hand-count, manual data entry, and tabulation—have been consolidated as a result of the exportable CVR data file. This enables teams to begin data tabulation immediately, achieving substantial time and cost savings, both in 2013 and again in 2017.

While the exportable data file streamlined and expedited tabulation processes, it is important to emphasize that, in 2017, more than a decade after Minneapolis adopted RCV, there were no fully-automated solutions available to tabulate an RCV election. The lack of certified equipment in itself creates a significant burden to the adoption of alternative vote methods, like RCV, by other jurisdictions, and potentially isolates Minneapolis in terms of ever gaining access to a fully-automated system.

In Minnesota, voting systems must meet certification standards set by the U.S. Election Assistance Commission[3] (EAC) and by the Minnesota Secretary of State, the State's chief election official.[4] The new voting system and equipment purchased by Hennepin County in 2013 is certified for use in Minnesota. However, neither the EAC nor the State of Minnesota have standards for the vote transfers and tabulation processes unique to RCV. The EAC last adopted standards for voting systems in 2005, the year before RCV was adopted in Minneapolis, and those standards have not yet been updated to recognize any alternative

[2] For a description of the *Minneapolis Method*, see *Status Report on Plans & Preparations for the 2013 Municipal Election*, presented June 12, 2013.

[3] The U.S. Election Assistance Commission (EAC) is an independent, bipartisan commission charged with developing guidance to meet federal requirements established under the Help America Vote Act of 2002 (HAVA). For information see its website at **www.eac.gov**.

[4] Minn. Stat. § 206.57.

voting methodology at the time of this report. As a practical consequence, as of this report, no vendor of voting equipment systems has submitted RCV tabulation software for certification. Thus, until new federal and state certification standards are adopted recognizing alternative voting methodologies, vendors are not incentivized to develop new tabulation systems, and jurisdictions, like the City of Minneapolis, whose citizenry have opted to pursue alternative voting methodologies like RCV are constrained in their ability to leverage technology for fully-automated solutions.

The CVR raw data files for the 2017 election were posted to the City's elections website and can be accessed and downloaded from that site at:
http://vote.minneapolismn.gov/results/2017/index.htm

B. Batch Elimination

The original tabulation process developed as part of the *Minneapolis Method* assumed a series of round-by-round eliminations in which the candidate receiving the lowest number of rankings would be defeated, and all ballots continuing forward would be reallocated based on voters' expressed preferences. In other words, the original method codified in ordinance assumed only a single elimination in each round of tabulation. In 2013, with 35 mayoral candidates, this round-by-round elimination process necessitated 24 hours spread between two 12-hour days to complete all 34 eliminations before an unofficial winner could be announced.

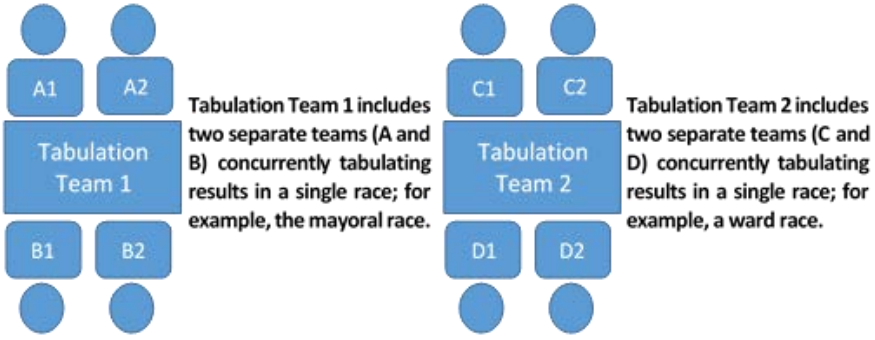
However, the CVR file makes it possible to examine the full range of voter preferences—and the cumulative totals of first, second, and third-choice rankings—for each candidate in every race on every ballot. Thus, retrospectively, in examining the full range of data available in 2013 because of the exportable data file, it would have been possible to eliminate 32 of the 35 mayoral candidates in the first round of tabulation, or approximately 91 percent of the entire field, but only if the ordinance had allowed for "batch" elimination.

Accordingly, the RCV ordinance was amended in 2014 to allow for multiple candidates to be eliminated in a single round of tabulation where it was possible, based on an assessment of the full dataset, to determine that it was mathematically impossible for those candidates to advance in further rounds of tabulation. In short, where there was no chance for multiple candidates to win an election, based on the sum of all rankings, they were collectively eliminated in a single round of tabulation.

C. Simultaneous Tabulation

In 2013, two tabulation teams worked simultaneously on a single race. This checks-and-balances was built into the core *Minneapolis Method* to ensure accuracy in every step of the process. However, a major disadvantage of tabulating only a single race at a time is the delays it creates in the timeliness of reporting unofficial results across the entire ballot, particularly when a large number of ballot races cannot be declared on election night based solely on first-choice rankings. Therefore, in 2017, the Elections & Voter Services Division (EVS) deployed two full tabulation teams working concurrently to expedite results reporting. This is best illustrated as follows—

A total of two tabulation teams (1 and 2)—each consisting of two separate units (or sub-teams: A, B, C, D)—will simultaneously process data in multiple races, leading to faster release of unofficial results across all races on the ballot.



In 2017, a total of eight tabulators, working in teams of two, completed the RCV tabulation process. Each team consisted of one tabulator who sorted, copied, and pasted results data in Microsoft Excel following detailed instructions and one tabulator who monitored and verified that each step was completed according to the instructions and that no errors were made in the process. Two teams worked simultaneously to process results in a single race, stopping at specified checkpoints to ensure a perfect match of results between teams. This built-in redundancy assured tabulation was done accurately. By increasing the number of tabulators and tabulation teams in 2017, coupled with advantages of having the entire data set available in each race, EVS was able to reduce the time to compute and post unofficial results.

III. Election Judges & Seasonal Staff

A. Recruitment and Deployment

Election judges are the "foot soldiers of democracy." In fact, no other factor is as critical to determining the success of an election as the quality and quantity of election judges serving voters in the polls. Consequently, recruiting, selecting, training, evaluating, and compensating this workforce is one of EVS's highest priorities, a challenge requiring months of planning. For the 2017 Municipal Election, EVS deployed more than 1,600 election judges and seasonal staffers, which equates to approximately 38 percent of the City's full-time, permanent workforce.

State election law provides a base staffing level required for all polling places.[5] EVS bases its staffing projections on the rubric of one election judge per 150 voters, as well as these variables:

- The type of election being planned—local, state or federal—and number of election events;
- Ballot content: races, candidates, and ballot questions;
- Number of registered voters per precinct and an analysis of turnout from previous similar elections;
- Nuances reflecting the character of particular precincts, including special accommodations; and
- Strategies to assure sufficient coverage for shortages, breaks, and unforeseen challenges.

Based on the foregoing, staffing for the 2017 Municipal Election was calculated against a potential turnout of 60 percent of registered voters, resulting in a staffing plan calling for approximately 1,294 full shifts, as shown below, based on the number of pre-registered voters as of March 3, 2017.

Staffing Needs Based on Projected Voter Turnout				
60% Registered Voters (3/3/17)	No. of Precincts	Team EJs (FTE = 16 hours)	Head & Asst. Head Judges	Total Staffing
<625	28	2-4	2	4-6
626-775	19	4-5	2	6-7
776-900	18	5	2	7
901-1,025	14	6	2	8
1,026-1,150	11	6-7	2	8-9
1,151-1,275	22	7-8	2	9-10
1,276-1,400	12	8-9	2	10-11
>1,400	8	9-12	2	11-14
TOTALS	**132**	**1,030**	**264**	**Avg. = 8.5**

[5] Minn. Stat. § 204B.22 requires a minimum of four judges per polling place.

Minneapolis is fortunate to have a corps of election judges who bring a high degree of experience, enthusiasm, and dedication to the job—frequently over the course of many years. Any Election Day success story must be credited to their hard work, beginning with the head election judge in each polling place.

The head election judge is the key to a well-run polling place. The head judge is responsible for assigning team judges to specific duty stations, monitoring and evaluating the operation of the poll, ensuring compliance with all legal requirements, and assuring excellent service to all voters. An assistant head judge is assigned to most polls to support the head judge in management of the poll, provide backup relief for the various team judges throughout the day, and focus on voter service

An analysis of the City's performance in the 2012 Presidential Election showed that the prior practice of including these leadership positions in the overall team judge count compromised their ability to provide effective management of the polling place—ultimately resulting in increased operational inefficiencies, an increased risk for error, and reducing service to voters. By excluding head and assistant head judges from the overall staffing needs analysis for each precinct, EVS was able to empower these leadership positions to focus exclusively on management responsibilities. While this change in approach to staffing has required the recruitment of additional team judges, the result has been very positive: the head and assistant head judges are accessible at all times to assist, respond, and mentor team judges; they are able to monitor activities throughout the polling place and provide more consistent management of the entire operation, responding quickly to situations as they arise; and they are able to provide greater focus on managing voter queuing lines and provide better service and assistance.

In addition to the base training required of all judges, head and assistant head judges are required to complete an additional 3 hours of training, custom-designed by EVS, focused on leadership development, team mentoring and supervision, voter service standards, and polling place management. A comprehensive Election Judge Manual is regularly updated to provide information, tips and tools, and supplemental resources specifically for leadership and team judge positions, including step-by-step instructions, resource guides, and other materials to ensure an effective poll operation.

B. Student Election Judges

Building on many years of program growth and success, the EVS Student Election Judge Program received a 2017 Clearie Award from the U.S. Election Assistance Commission in recognition for outstanding innovations in election administration. The Student Election Judge Program was recognized for its many years of success and growth, building a program that effectively engages high school students aged 16 and older as poll workers on Election Day. Through the efforts of the program's longtime coordinator, Mary Davis, EVS increased the number of election judges who are bilingual in targeted languages, built a corps of technology-adept workers, and expanded the ethnic diversity of Minneapolis election judges to better reflect the voters we serve. In addition, student participants report that the program provides them with opportunities to improve job skills, gain work experience, build connections in their community, and strengthen civic dispositions.

The Minneapolis Student Election Judge Program recruits students from 33 area high schools. In 2017, the program placed students from 24 of those partner schools, including—

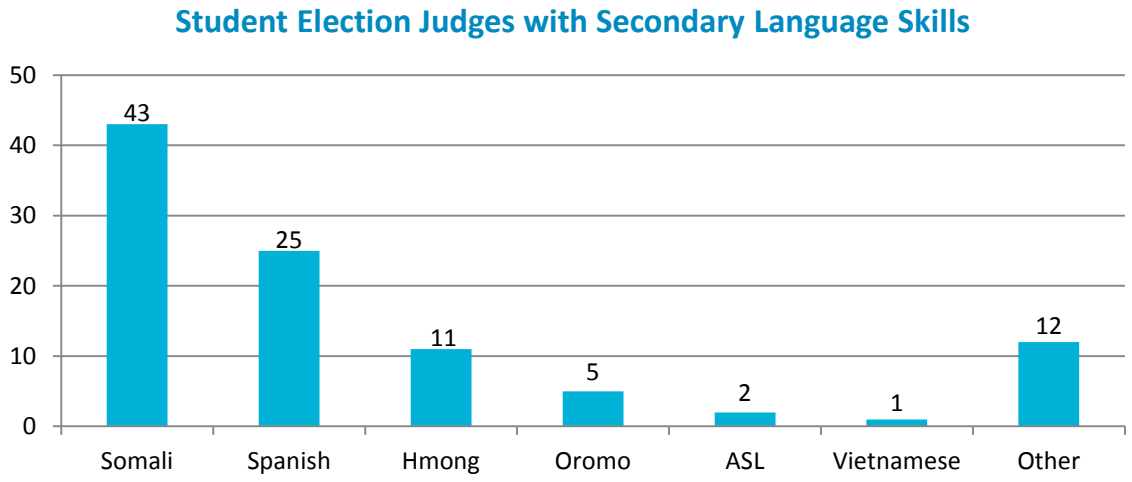
- ***Augsburg***
- ***Blake***
- ***Cristo Rey Jesuit***
- ***DeLaSalle***
- ***Edison***
- ***Fairview Academy***
- ***Metro Schools College Prep***
- ***Longfellow***
- ***Roosevelt***
- ***South***
- ***Southwest***
- ***Ventura Academy***
- ***Washburn***

—and eleven schools located outside the City of Minneapolis (including public, charter, and private institutions).

Under Ms. Davis's leadership, the Student Election Judge Program has grown to recruit students from 33 area high schools and has designated school coordinators to assist in recruitment at 15 of those schools. In 2017, 268 students served in 130 polling places across the city. Student shifts were changed to match those of regular election judges; specifically, either 6 a.m. to 2 p.m., or 2 p.m. to 8 p.m. This created

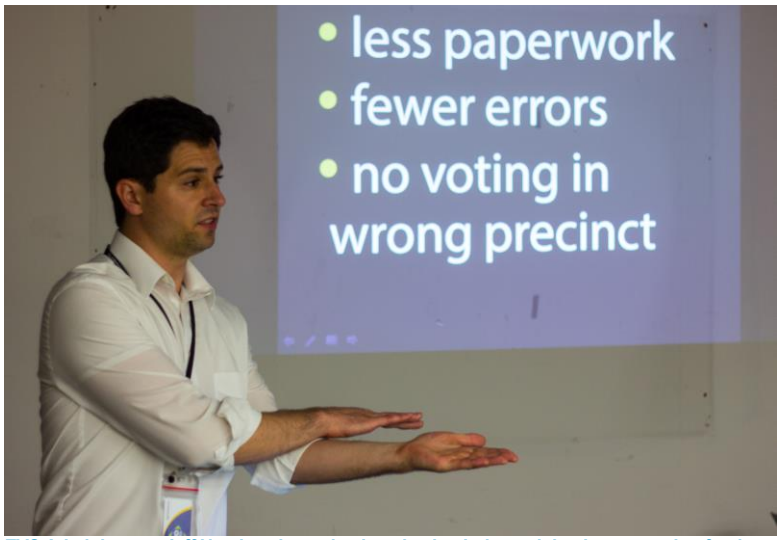
greater continuity in the polling place, which also resulted in a smoother start to Election Day. Student judges who wished to remain after polls closed were allowed to do so, but were not allowed to work past 10 p.m. Student judges continue to be better integrated alongside our adult election judges; they attend the same training sessions alongside their adult peers and perform all the same duties, except those requiring party balance. Performance evaluations demonstrated students were frequently seen by their adult counterparts as displaying leadership in the polls, particularly with respect to technology, which was important given the introduction of Electronic Poll Books this year.

Data about participating students showed 2017 program participants were more likely than their adult counterparts to report being bilingual, with 36 percent of students speaking at least one language in addition to English, compared to only 14 percent of adult judges reporting bilingual or multilingual capacity. Many students provided interpretation and translation assistance for voters on Election Day.



C. Election Judge Training

EVS invests significant resources in its training programs, recognizing how dependent the success of every election is on the caliber of our election judges. In each cycle, staff undertakes a thorough review of training materials and fine-tunes the goals of the training program. In 2017, four different training courses were offered, tailored to the specific roles judges play in the polls; for example, team judge training, registration judge training, and head and assistant head judge training, as well as specific modules on Ranked-Choice Voting and the new Electronic Poll Books (EPBs). A separate training was also provided for Precinct Support Judges who act as "field marshals" on Election Day and provide coordinative support between EVS headquarters and all polling places across the city. In total, 1,528 judges attended at least one training session, organized into a total of 61 separate classes. Most classes had between 30-50 participants.



EVS Administrator Jeff Narabrook conducting election judge training in preparation for the 2017 Municipal Election. A total of 61 training classes were conducted covering 1,500+ judges.

Training classes were designed as a combination of lecture with hands-

on practice. The Election Judge Manual was updated to include a supplement on EPB technology and use. Training for head and assistant head judges reinforced standards on voter service, monitoring and mentoring team judges, and properly closing the polls and transmitting results data.

Given the diversity of this community, Minneapolis ensures that special attention is paid to train its election judges on the extra steps necessary to ensure proper service to new and first-time voters and voters with special needs, including accessibility and mobility issues and language translation needs. In 2017 this included a simulation of assisting a voter with language interpretation when voting, as well as conversations with head and assistant judges about maintaining a culturally-sensitive and respectful polling place.

In order to mitigate concerns about the deployment of new EPB technology, the EVS training team hosted a series of open practice sessions during the final days prior to Election Day (Wednesday through Sunday). All judges were invited to stop by the Elections Warehouse to practice operating the EPBs and to get last-minute questions answered. In addition to providing judges with greater comfort and familiarity with the new technology, particularly registration judges, the practice sessions afforded training staff the opportunity to identify common challenges with the EPBs where additional clarification or reinforcement was needed.

Finally, to close the loop on training, EVS uses a 360-degree performance evaluation among all election judges and seasonal staff to evaluate the performance and capabilities of the entire team. This feedback is carefully reviewed to determine where judges and seasonal staff can best be utilized in future elections to leverage their individual skills and strengths.

D. Language Support & Translation

As the largest municipality in the state, Minneapolis recognizes its obligation to provide equitable service to a growing and diverse community. For that reason, EVS continues to make additional efforts to recruit, train, and deploy election judges and seasonal workers who are capable of providing language support for voters. As in prior years, EVS identified precincts where at least 15 percent of the registered voting population speaks one (or more) of the top three languages spoken in Minneapolis; specifically, Hmong, Spanish, and Somali. Those identified precincts were targeted to receive support in the form of bilingual election judges during the 2017 Municipal Election. These bilingual election judges provided on-site interpretation and translation services, in addition to the regular duties of team election judges. All judges providing such assistance in the polls were identified with nametags that included the judge's name and their second language. In total, 305 bilingual judges served in the 2017 election, as reflected in the following chart.

Language Skills Among Elections Judges

Language	Regular EJs	Student EJs
American Sign Language	9	2
Hmong	8	11
Oromo	5	5
Somali	23	43
Spanish	82	25
Other	90	13
TOTALS	**209**	**96**

"Totals" refers to the number of individuals. Election judges who speak more than one of the five target languages shown above are counted in multiple categories.

In addition to on-site personnel, EVS continued its partnership with Minneapolis 311 to provide translation assistance using relay operators and third-party contractors, particularly for less-common language needs. Working in tandem, the election judge, 311 Customer Service Agent, and the third-party contractor would assist voters so they could cast a ballot. In the 2017 Municipal Election, Minneapolis 311 provided language

support and interpretation services from eight different precincts. And, working in conjunction with the Neighborhood & Community Relations (NCR) Department, EVS assured key signage, voter instructions, and other election-related materials in polling places were pre-printed and available in English, Hmong, Spanish, and Somali. Through cooperation with the NCR Department, EVS has also made improvements to the overall accessibility of its poll sites, ensuring compliance with the Americans with Disabilities Act.

E. Seasonal Staff

Given EVS has only five full-time professional staff, which includes the director, it is forced to depend upon a seasonal staff to complete a myriad of processes to plan, organize, and conduct an election that serves the largest, most-populated municipality in the state with the highest voter-turnout in the nation. That EVS has been successful in recruiting and developing a team of experienced seasonal staffers has been a key to its past success. EVS is fortunate to have many seasonal staffers who return year after year, bringing an accumulated knowledge and experience that makes the entire operation more efficient. Typically, these seasonal staffers begin on-boarding in small numbers as early as March to assist with initial plans and preparations and provide administrative support to the core, full-time team. However, as the date of the election draws closer, this small seasonal team grows dramatically.

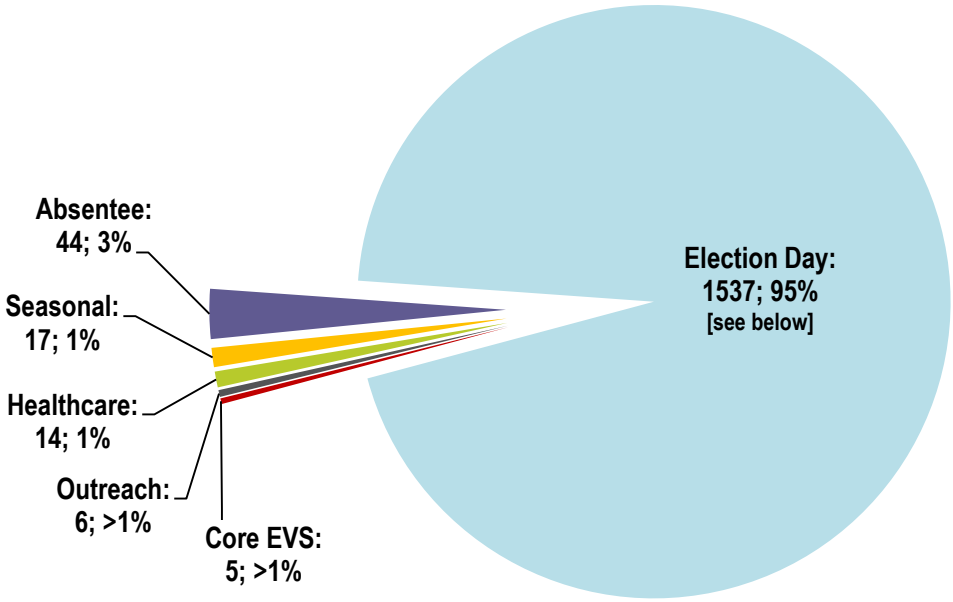
All aspects of recruiting, training, scheduling, evaluating, and paying election judges requires seasonal staff support. Seasonal staffers help organize and prepare the warehouse as the logistical command center for ordering and managing supplies, programming and testing equipment, and arranging for the deployment of all equipment and supplies to the City's polling places prior to Election Day, as well as retrieval of the same after the election has ended. Seasonal workers support the initial organization of the City's Early Vote Center; assist with ordering, proofing, and verifying ballots; staff the EVS front counter at City Hall and provide service to voters, candidates and campaigns, and the news media; and, after the election, participate in the post-election audit and related efforts; help the core team with all the work involved in processing, certifying, and publishing results; file away official records; and assist in evaluation and analysis activities. The more senior seasonal staffers are required to supervise teams within each major EVS program, functioning as a kind of "middle management layer" between the permanent team and the thousands of seasonal and temporary workers needed to sufficiently conduct an election for the voters in Minneapolis.

The need for seasonal staffing is greatest in connection with absentee voting. Staffing and supporting even one In-Person Voting location (Early Vote Center) requires a significant number of dedicated, well-trained election judges to manage increasing interest in voting early coupled with extended service hours during portions of the absentee period. Whether In-Person or By-Mail, absentee voting requires a notable amount of processing for each ballot and its associated series of envelopes at multiple points in time. This translates into a need for adequate staffing to handle this time-sensitive and variable workload. It is important to recognize both the number of in-person absentee voters and absentee mail ballots being received increase substantially as Election Day approaches, placing further demands on staff to get all of the absentee ballots received both In-Person and By-Mail so that tabulation on election night is not delayed. Different teams are needed to visit all health care facilities to serve residents, to process mailed ballots, to accept or reject returned ballots, and to prepare and tabulate ballots.

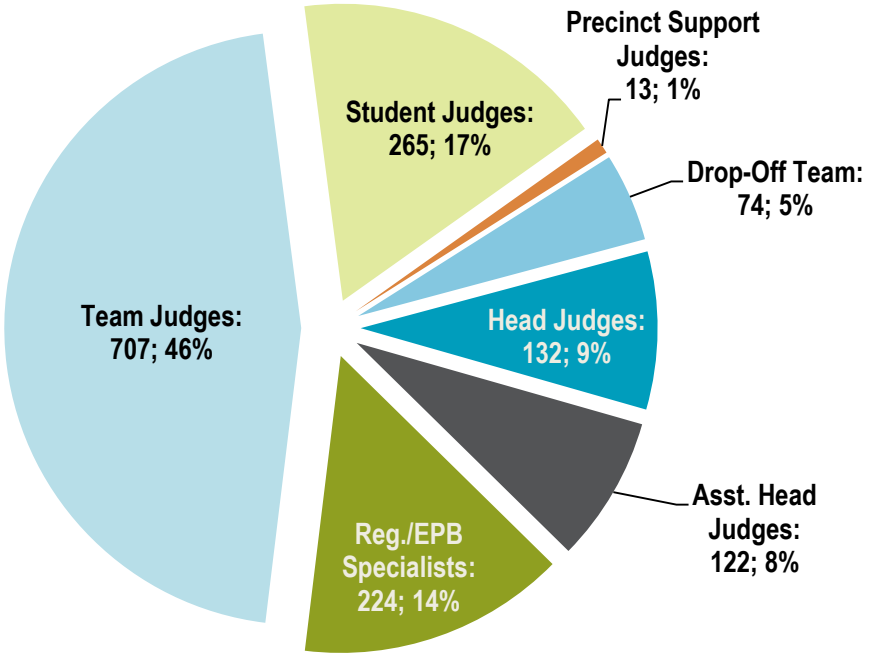
This seasonal cohort is a critical extension of the City's full-time professional election administrators, and they are expected to perform mission-critical tasks, as outlined above. This includes line management and team supervision in many cases. Seasonal staffers are often a diverse group—a more accurate reflection of the voters served throughout the city. EVS is also proud to note that several former Urban Scholars have joined the ranks of the EVS seasonal staff, some even moving on to attain full-time positions within the City enterprise. In this way, seasonal employment with EVS has become a pathway toward employment, both with the City of Minneapolis and, in most cases, with other area employers after gaining work experience and connections through their service with the City's EVS.

The charts below illustrate *all* staffing for the 2017 election, including all types of elections judges as well as seasonal support staff numbers. Note that full-time staff accounts for just 0.3% of the total. The first chart summarizes the staffing for the entire election; the second chart focuses on the distribution/assignment of staffing specifically on Election Day.

2017 Municipal Election
Total Staffing Analysis



2017 Municipal Election
Election Day Staffing Analysis
Field Operations Only



IV. Voter Outreach and Education

As in prior years, the 2017 Voter Outreach & Education (VOE) program focused on assuring all voters were "election ready," thereby maximizing access to the ballot box. The VOE program consisted of a mix of traditional media, social media, an all-household mailer, and a field-based outreach team, all centered on three core messages; specifically:

1.) The basics of the 2017 Municipal Election.

CORE MESSAGE: The 2017 Municipal Election is November 7. Polls are open from 7 a.m. to 8 p.m. Verify your registration status, and register in advance if possible. If necessary, register on Election Day (with details on how to do so). Learn what will be on the ballot, including specific races and candidates.

2.) How to vote in an RCV election.

CORE MESSAGE: Instructions on properly marking an RCV ballot reflecting voter preferences. Details about voter rights and responsibilities, including assistance available to voters. Critically, repeated messaging on using a sample ballot to practice and using the sample ballot as a "guide" in the polls when marking the official ballot (allowed by state law).

3.) Voting in the municipal election matters.

CORE MESSAGE: Every vote counts—both on Election Day as well as for the next four years, and will affect the governance and direction of the community and the quality of life enjoyed by residents of the City of Minneapolis. Emphasis was placed on promoting the three ways to vote: (1) Vote-By-Mail; (2) Early In-Person; or (3) at the polls on Election Day.

The Elections team partnered with the Communications, Neighborhood & Community Relations, Information Technology, 311, and other City departments—as well as Hennepin County Elections and the Office of Secretary of State—to ensure the broadest impact possible. The Elections team also collaborated with FairVote Minnesota on outreach and education efforts to ensure consistent messaging.

A. EVS Website & Social Media

Website

The Elections & Voter Services website was the primary vehicle for public information about the election, providing a single point-of-access to accurate, up-to-date details and data. The site offers navigation based on defined user groups: voters, candidates, and election judges, with additional tabs for results, resources, and a separate section specifically focused on Ranked-Choice Voting (including a historical archive).

vote.minneapolismn.gov
www.twitter.com/votempls
www.facebook.com/votempls

Other key components of the EVS website included:

- **YOUR VOTE. YOUR GUIDE.** A quick reference guide to the key information most requested by voters, streamlining access from every page on the EVS website.
- Tools to look up or confirm voter registration status, the location of assigned polling places, and the ability to request and track the status of absentee ballots.
- Precinct-specific sample ballots—also referred to as "practice ballots"—that voters could use to determine first, second, and third choices in each race and later use as reference material in the polls on Election Day to facilitate marking the official ballot with confidence.

- A variety of information sheets with details on basic voting instructions, an interactive practice RCV ballot, and a multitude of instructional videos, brochures, and fliers demonstrating RCV ranking and tabulation processes, offered in a variety of languages.
- Copies posted in PDF format of each candidate's affidavit of candidacy, which provided the candidate's name, party affiliation or political principle, and campaign contact details.
- An all-inclusive calendar of non-partisan, election-related community events, including information about ambassador and election judge trainings.
- Voter assistance resources and a copy of the Minnesota "Voter's Bill of Rights."

Social Media

Complementing its website, EVS increased its presence through two social platforms—Twitter and Facebook—to build awareness and generate interest in the municipal election. Although both accounts had been active in prior years, the level of activity was deliberately (and significantly) enhanced in 2017, which resulted in an increase in both new followers and regular traffic to these sites, which positively reflected that concentrated effort.

Throughout the year, EVS produced original content, including videos, memes, and GIFs; often playful, sometimes provocative, and always focused on the goals of increasing awareness and participation, the messages were effective at drawing public attention to the election. The EVS social media success earned positive local and national media coverage as well, and was identified by the Center for Technology & Civic Life as an example of effective use of social media by election officials.

Examples of EVS Twitter posts and comments from the 2017 Municipal Election.

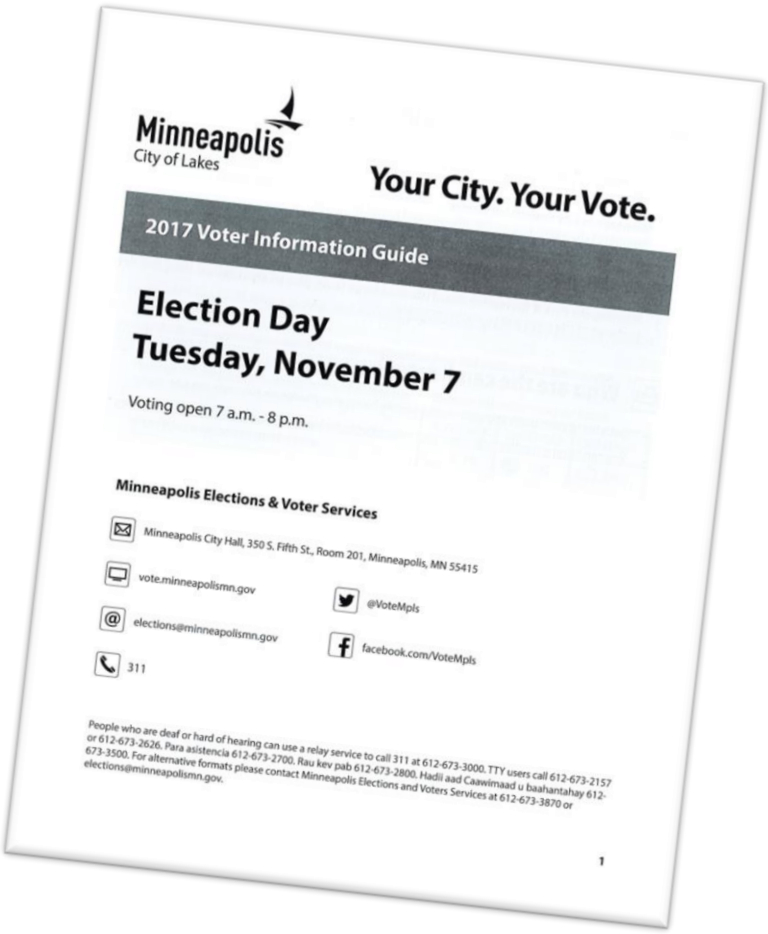
Where appropriate, these social media platforms were used to engage in two-way dialogue with the community. EVS further leveraged the power of social media by coordinating with the City Communications Department to amplify its own messages through cross-promotion on the City's primary social media accounts. This coordinated approach helped inform the electorate in a timely, user-friendly, efficient manner that was also engaging and fun.

Staff also used these social media sites on Election Day and through election night on November 7 as well as the following days during tabulation in order to provide instant updates and access to results data.

B. Voter Information Guide

EVS produced a Voter Information Guide for the 2017 Municipal Election that was sent to every household in Minneapolis. Similar guides were produced for the 2013 Municipal Election and the 2016 Presidential Election. EVS received significant positive feedback on its 2017 guide, which was identified in post-election surveys as the single most effective outreach tool, with 80 percent of all survey participants indicating that the guide was the primary source of how they learned about RCV.

The 2017 guide consisted of two 11 x 17 inch double-sided sheets folded and tabbed to streamline production and delivery by U.S.
Postal Service. Each guide included—



- Details about three methods of voting: (1) Vote-By-Mail; (2) Early In-Person; or (3) at the polls on Election Day.
- Instructions on how to register in advance or at the polls on Election Day, as well as how to access a sample ballot to review in advance.
- Key election dates, including pre-registration periods, dates for absentee (early) balloting, and information about Election Day, including voter resources and assistance, basic voting instructions, and EVS contact information.
- Descriptions of all offices on the ballot.
- Instructions on how RCV works and how to properly mark an RCV ballot.
- The location of all 132 precincts, the site of each precinct's assigned polling place, and operating hours.
- A copy of Minnesota's "Voter's Bill of Rights" as codified in Minn. Stat. § 204C.08, subd. 1d, which provides specific statutory rights and protections guaranteed to all voters.

A total of 200,000 units were produced to distribute to the 197,780 households in Minneapolis, based on amalgamated data sets provided by the City's GIS and Planning divisions. The production was timed to ensure delivery to every household in the final week leading up to Election Day, when voter awareness and interest tend to be highest and—hopefully—maximized impact.

The post-election survey of voters and non-voters showed that 85 percent identified the City's voter guide as "very helpful" or "somewhat helpful," regardless of whether they actually participated in the election. Higher scores were strongest among voters who self-identified as being between 55 and 64 years of age and those with higher educational attainment (at least college graduate). Of voters who were surveyed, 79 percent indicated that the City's guide was their primary source of information for learning about RCV and details about the municipal election. That was an increase of 14 percent from 2013.

C. National Voter Registration Day

The sixth annual National Voter Registration Day (NVRD) was Tuesday, September 26, 2017. EVS promoted NVRD through its website and social media accounts, including details about conducting a voter registration drive for interested groups. EVS partnered with Hennepin County Elections to host a voter registration table on the skyway level of the Government Center as part of NVRD and at various light rail stops.

D. Direct Contact Opportunities

EVS employed a small, part-time outreach team to create direct, face-to-face contact opportunities as a key component of the overall VOE program in 2017. The team tabled at neighborhood and community fairs and festivals; gave presentations and distributed flyers; conducted or helped organize registration drives; and partnered with organizations to promote awareness and participation, particularly among populations that have historically been under-represented and/or under-served. The team trained in July and began events in early August, working between 2 and 10 hours each week.

E. Candidate & Public Information Forum

As in 2013, the Elections & Voter Services Division conducted a public information forum designed to answer frequently-asked questions and common concerns for the community, candidates and campaigns, and the news media. The forum was held November 1 at the Hennepin County Central Library and was live-streamed via EVS social media. The forum included an overview of Ranked-Choice Voting and a demonstration of the RCV tabulation process, presented various voter resources provided by the City, and outlined what could be expected in terms of results reporting on election night and in the following days as tabulations were completed in races where unofficial winners could not be declared on election night.

V. Precincts & Polling Places

Minneapolis had a total of 132 precincts in 2017 served by 124 polling places, the same as in 2016. A polling place is generally located within each precinct; however, in some instances, a precinct's assigned polling place may be located up to one mile outside the actual boundaries of that precinct—usually because no suitable facilities are available within the actual precinct. Because of this fundamental connection between polling places and the ability to vote, many residents have strong ties to their precincts and/or polling places.

Minneapolis Precinct Factors—	2013	2017	#/%
Total No. of Precincts	117	132	+15/13%
Precincts = <1,000 Registered Voters	7	12	+5/71%
Precincts = >3,000 Registered Voters	2	2	No change
Registered Voters per Precinct (Avg.)	1,994	1,816	**

City	Precincts	Election Day Voters	Average Number of Voters-to-Precinct
Bloomington	32	12,088	378
Duluth	34	14,917	439
Minneapolis	132	93,953	712
Saint Paul	96	55,760	581

The City of Minneapolis had the highest number of precincts of all local jurisdictions in the State of Minnesota, as well as the highest voter-to-precinct ratio among the largest cities that held elections in 2017. While long lines and delayed waiting times were not a reported challenge in 2017, it is possible that this could be a concern for the 2018 mid-term.

Although no new precincts were added in 2017, EVS did make changes in a handful of polling place locations, most of which were the result of former poll sites no longer being available or which no longer were deemed preferable to offer voters the best service. Those changes in polling sites for the 2017 Municipal Election are reflected in the following chart.

Ward-Precinct	Old Location	New Location
3-5	Ukrainian Event Center	Webster Elementary School
5-5	Masjid An-Nur	Franklin Middle School
6-6	Peavey Park	Mindekirken – Norwegian Lutheran Memorial Church
7-9	Scottish Rite Temple	Temple Israel
12-2	Dowling Urban Environmental School	Howe Elementary School

Most sites performed well overall in 2017. A few challenges require explanation in terms of experiences and lessons learned.

Shortage of Ballots

Of the City's 132 precincts, 11 sites ran out of ballots on Election Day, just hours before polls closed at 8 p.m. This resulted in delays for some voters in affected sites, from as little as a few minutes up to 45 minutes at one or two locations while additional ballots were deployed from EVS headquarters. Fortunately, several of the affected sites had capacity to photocopy ballots to expedite service to voters, where photocopied ballots were later duplicated on official ballots and processed through tabulators by teams of election judges, as allowed under state election law.

A combination of factors contributed to this ballot shortage.

First, the higher-than-expected turnout in some precincts resulted in demand exceeding available supply. Despite increased ballot orders above baseline numbers provided by Hennepin County, EVS simply did not have sufficient numbers of ballots printed in several precincts where overall turnout was heavier than anticipated.

Second, a significant increase in the number of spoiled ballots—that is, ballots that had to be replaced as a result of voter errors—required additional numbers of ballots to be issued to voters, beyond that which was anticipated, and this depleted available ballots from the original production run for those precincts.

Rather than adding a blanket increase percentage across the board to the baseline order for precinct ballots, increases in 2017 were adjusted on a precinct-by-precinct basis related to recent turnout percentages, precincts known to have hotly contested races, and historical early voting participation. There was perhaps an overly optimistic assessment of early voting projections for some precincts, thereby lowering the ballot order at those particular polling locations. Moving forward, staff will ensure that ballot orders include an across-the-board percentage increase for all precincts, well above the highest historical turnout figure for a similar election—a number which should also ensure enough ballots to accommodate replacement of large numbers of spoiled ballots.

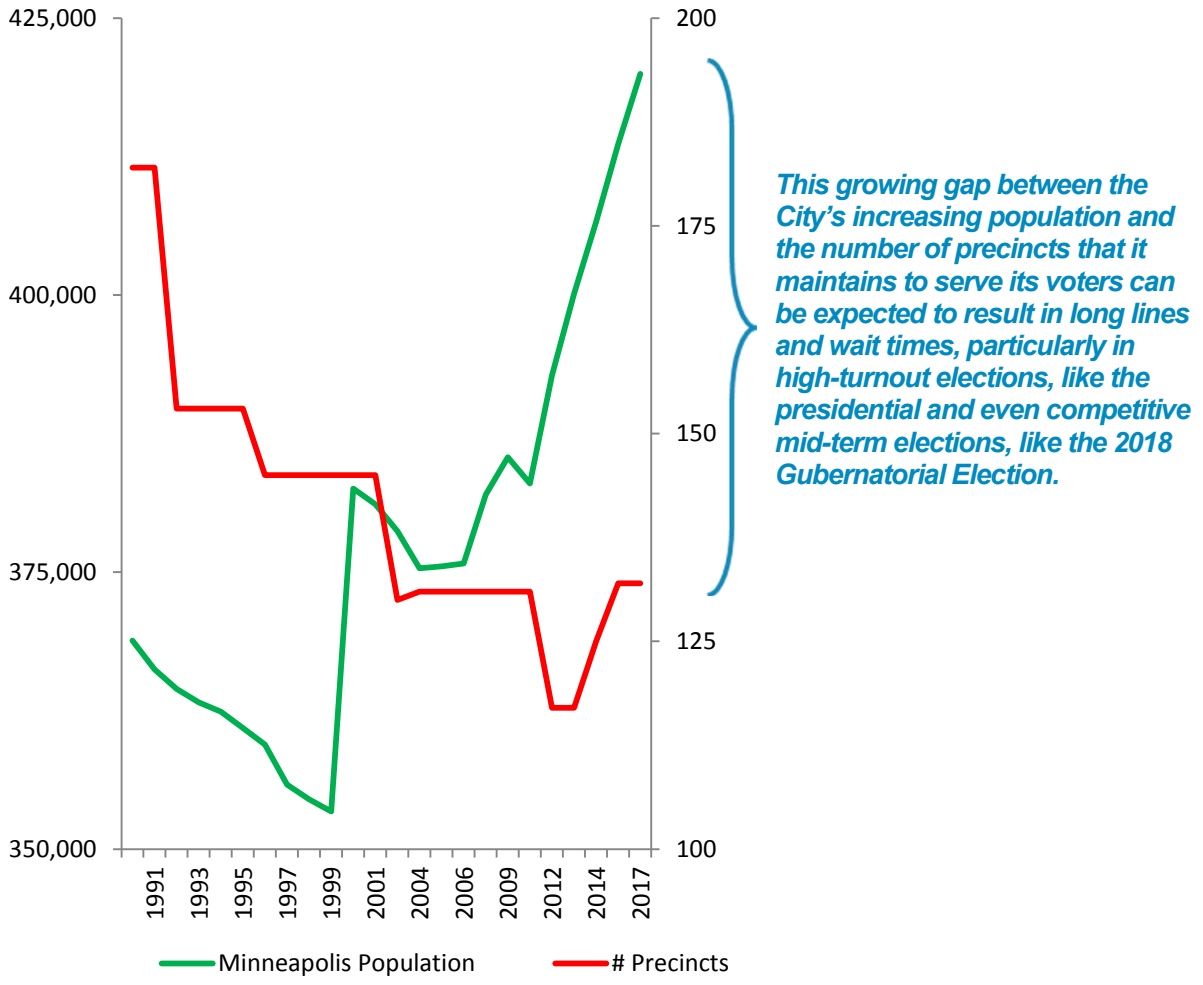
Shortage of Precincts

Of its 132 precincts, Minneapolis had 28 sites serving more than 2,500 registered voters in 2017. This exceeds the recommended precinct-size guidelines promulgated by the Office of Secretary of State, which top off at no more than between 2,000 to 2,500 registered voters per precinct. As a consequence, Minneapolis has several precincts which are simply too large, and this fact contributes to long lines and wait times on Election Day, especially in high-turnout elections.

Precincts were reduced over the past two decades as a budget-cutting approach, intended to preserve critical operating resources (staff, election judges, equipment and supplies, etc.) which are required to plan, organize, and conduct elections. However, the overall downward trend in the number of precincts combined with the increasing population during that time reflects the tipping point that has been reached, and which must be addressed. For context, Minneapolis had a total of 172 precincts in 1990 with a median of 1,237 registered voters per precinct and an overall city population of approximately 369,000. In contrast, in 2017, with an overall population increase of 14.2 percent, equating to approximately 421,498, the median was roughly 2,088 registered voters per precinct.

Considering strategic goals to grow the city's population over the next several years, it is imperative that additional (new) precincts be created, as well as changes made in some polling place locations; otherwise, the City can expect protracted wait times and delays for voters in the future, particularly in high-turnout elections like the upcoming 2018 midterm. This impact is visualized in the following graph.

Minneapolis Population vs. Precincts: 1990-2017



As it does every year, EVS will evaluate the capacity of precincts and associated polling places to determine what, if any, changes could be made to better harmonize population against precincts to ensure efficient service, while being mindful of the fiscal impact of potentially adding new precincts or making changes in existing polling places. In 2017, a change in state law requires all polling locations for use in the subsequent year be approved before the end of the previous year; thus, all polling places for the 2018 Gubernatorial Election were approved in December 2017.

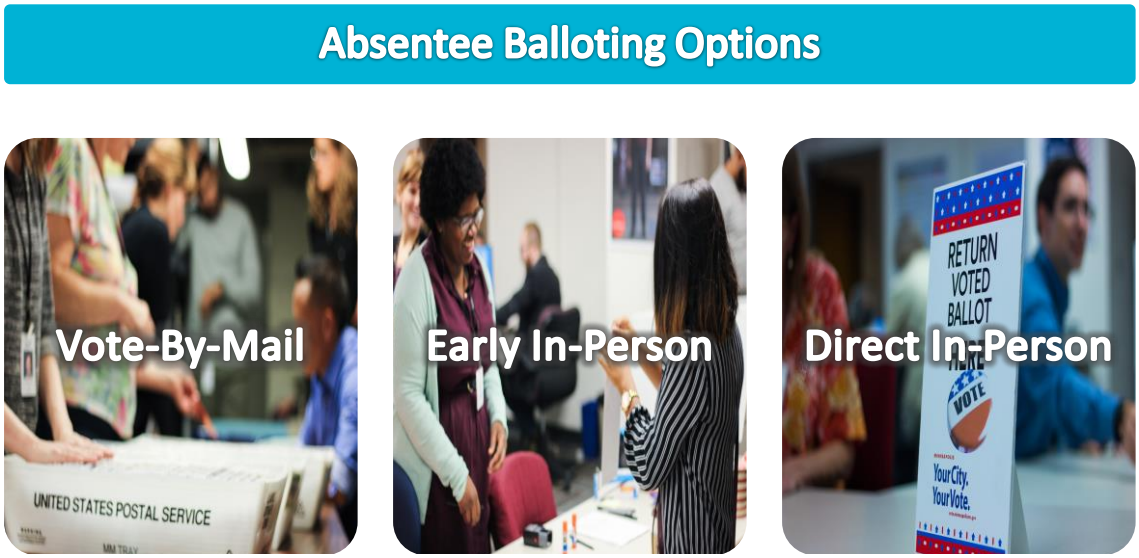
VI. Absentee Balloting

A. Overview of Absentee Balloting: Maximizing Access

Absentee balloting begins 46 days before each primary or general election.[6] It includes two forms: Vote-By-Mail (VBM) and In-Person Voting (IPV). In 2014, Minnesota became the 27th state to authorize "no-excuse" absentee balloting, eliminated the requirement for voters to identify one of a handful of statutory excuses for choosing to cast a ballot prior to Election Day at their assigned polling place. That same year, Minnesota offered voters the option of on-line registration—an effort spearheaded by then-Secretary of State Mark Ritchie—which, combined with the convenience of "no-excuse" absentee balloting, means voters now can register, request an absentee ballot, receive it, and securely cast their absentee ballot without going farther than their mailbox.

In 2016, Minnesota expanded the convenience of In-Person absentee balloting by authorizing Direct Balloting during the final 7-day period prior to Election Day. During that 7-day period, voters opting to vote absentee in-person feed their completed ballot into the tabulator so it is recorded immediately, rather than being securely held by election officials until the date when absentee ballots processed.

These reforms are in keeping with the national reputation Minnesota has earned and enjoys as a recognized leader in expanding the voting franchise. According to the National Conference of State Legislatures, Minnesota is one of 28 states offering voters a combination of early voting and no-excuse absentee voting.[7] While maximizing access to the ballot box, the reality is that these increased voter conveniences require EVS to operate in full "Election Day" mode every day throughout the entire 46-day absentee balloting period to the same exacting standards of performance. It is a bruising process for election administrators and presents a significant drain on EVS's limited resources.



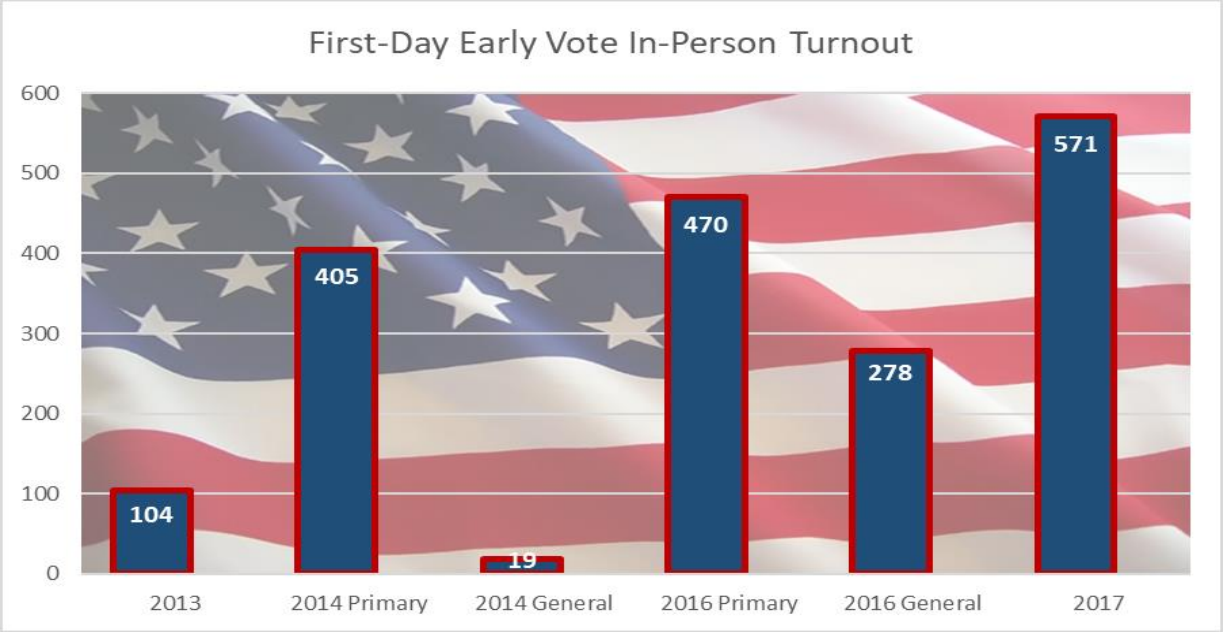
B. Absentee Balloting in 2017

In 2017, absentee balloting began Friday, September 22, and continued through Monday, November 6. In that time, a total of 11,975 absentee ballots were accepted, equating to approximately 11 percent of all ballots cast in 2017. This set a new record in Minneapolis for the number of absentee ballots cast in a municipal election.

[6] Minn. Stat. § 203B.081, subd. 1

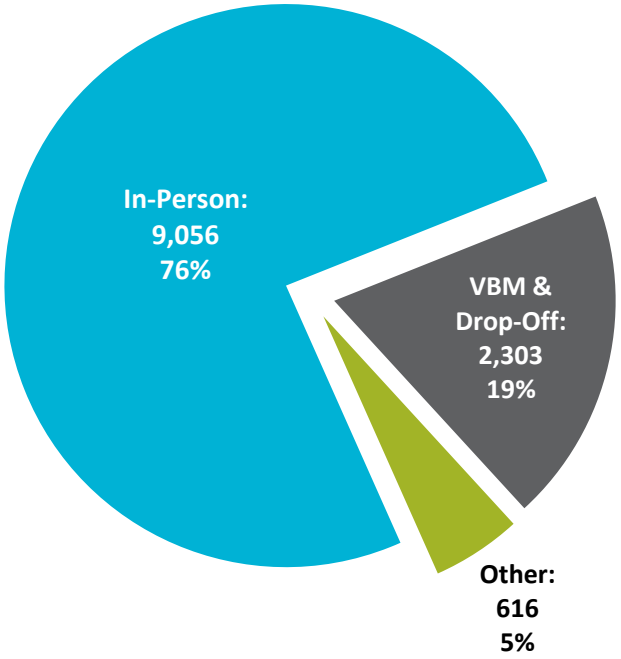
[7] For details, see the **NCSL website**

On the first day of absentee voting, September 22, EVS served more than 1,468 voters: 897 through Vote-By-Mail (VBM), which accounted for about 60 percent, and 571 through In-Person service at the Early Vote Center, or about 40 percent of the total. The 571 In-Person voters set a new record in Minneapolis for the total number of In-Person voters served on the first day of absentee balloting. This reflects a growing trend—both in Minneapolis and nationwide—for more convenience options that offset and also complement the traditional Election Day. The following chart provides a comparative breakdown of first-day In-Person only turnout over the past four-year period.



During the first full week of absentee balloting, EVS served 1,919 In-Person voters at the Early Vote Center, and sent out mail-ballots to another 1,243 voters. The volume of absentee voters remained steady, and picked up in the final days leading to Election Day. The following chart shows the total impact of absentee (early) voting in the 2017 Municipal Election.

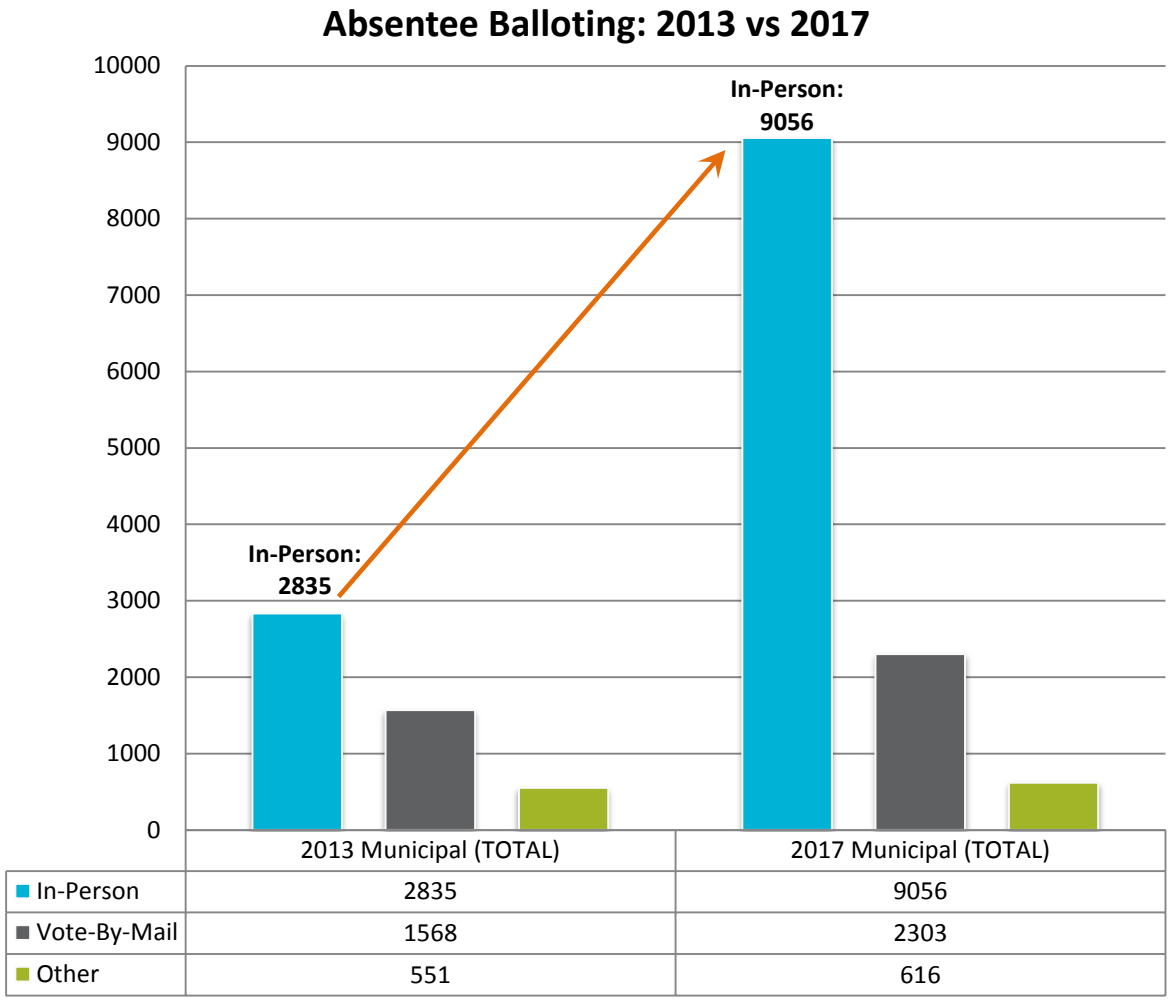
Analysis of Absentee Ballots in 2017 Municipal Election



Type	Number
In-Person	9,056
VBM & Drop-Off	2,303
Other*	616
TOTALS	11,975

* "Other" category includes absentee ballots from health care facilities, agent delivery, UOCAVA (military/overseas), and Safe At Home programs.

With respect to Minneapolis's odd-year municipal elections, it is of particular interest to note the significant growth of In-Person Voting.



	2013 Municipal (TOTAL)	2017 Municipal (TOTAL)
In-Person	2835	9056
Vote-By-Mail	1568	2303
Other	551	616

The chart above provides a more detailed comparison between the 2013 and 2017 Municipal Elections. As shown, there was growth in all categories of absentee balloting—

Categories	2017 - # Increase [compared to 2013]	2017 - % Increase [compared to 2013]
In-Person (Early)	+6,221 ballots	+219%
Vote-By-Mail	+735 ballots	+47%
Other	+65 ballots	+12%

C. Programmatic Improvements – 2017

Unified Operation: Early Vote Center

Historically, absentee balloting has been conducted in several rooms spread across multiple floors in City Hall, including rooms 201, 212, 319, 321, B7 in the lower level, as well as the former library space located in the clock tower accessed through the Clerk's Office (304). The 2017 Municipal Election was the first in which all absentee balloting operations were co-located in a single facility, the Early Vote Center (EVC) located at 217 S. Third Street. Having the entire program housed in a single facility provided significant advantages, both in

terms of operating efficiencies as well as voter service. Because absentee balloting runs for a 46-day period, during which time every day is "Election Day," this program is the critical public-facing element of EVS that can help determine whether the entire election is perceived to be a success or not in terms of community (and voter) perception. And, it is one of the more complex programs administered by EVS.

Because of the consolidation of all absentee operations in a single facility, EVS was able to cross-train the team and flex staffing assignments between different functions to respond more rapidly to fluctuating demands between VBM and IP subprograms.

Greater operational efficiencies were achieved by co-locating the mail subprogram with other transactional services previously handled at the front counter in the EVS headquarters at City Hall; for example, receiving agent delivery of absentee ballots and ballot drop-offs. Having those subprograms housed at EVC, with the VBM program, allowed personnel to be reduced, which resulted in some modest savings. The EVC also was the staging site for the specialized team of Health Care Facility (HCF) election judges—another subprogram with direct connection to VBM—and allowed for cross-training of those team members to assist with reconciling daily absentee totals and serving as the City's Absentee Ballot Board.

Campaign workers promote get-out-the-vote efforts near the City's Early Vote Center.


Election officials assisting In-Person voters at the Early Vote Center.

For voters, the Early Vote Center enhanced the convenience of absentee balloting options. In particular, the site ensured that voters choosing to participate via options under absentee balloting were offered the same secure, structured environment with sufficient assistance to cast a ballot independently and with dignity. EVS assigned a team to provide perimeter control to ensure the statutory "buffer zone" was enforced around the facility so that voters could enter and exit free from undue political influence and coercion. This team was also able to expand voter convenience through curbside voting. And, working with partners from the City's Emergency Management Division, EVS obtained three wheelchairs so that the security team could transport voters into and out of the EVC who required that level of physical assistance. The EVC was staffed with bilingual election judges to assist voters needing translation and interpretation, which was especially critical to meet the significant turnout from the East African community, particularly in Ward 6, which accounted for almost 1 of every 4 In-Person voters served at the Early Vote Center in 2017.

Health Care Facilities

EVS provides personal service to health care facilities beginning 20 days prior to Election Day, as required by state law.[8] As in prior years, a specialized team of election judges was trained to provide these services. That activity began October 18 and ran every weekday until November 3, a total of 13 days. During that time, the Health Care Facilities (HCF) team visited 19 health care facilities and assisted a total of 384 voters in casting ballots independently (and with dignity) in the municipal election.

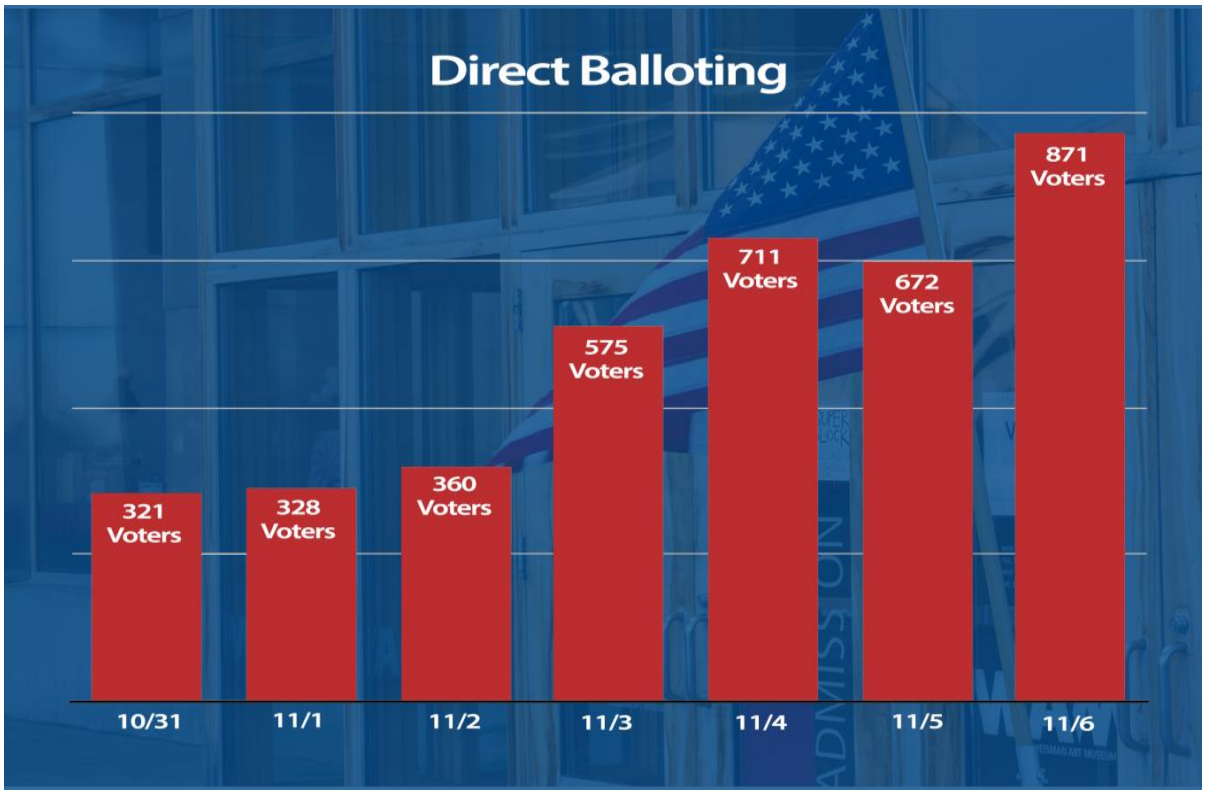
Expanded Hours

EVS expanded its IPV service hours during the final two-week period leading to Election Day, beginning October 23. On weekdays, the Early Vote Center was open an additional 2.5 hours (from 7 a.m. to 6 p.m.); on Saturdays, service hours were 9 a.m. to 4 p.m.; on Sundays, the EVC was open from noon until 5 p.m. As a result, the EVC was open to serve In-Person absentee voters for a total of 330 hours during the 46-day absentee balloting period.

Direct Balloting

Direct Balloting began October 31 and continued through November 6 when the Early Vote Center closed at 5 p.m. Participation in Direct Balloting was significant, setting new records for In-Person turnout. For example, on Saturday, November 4, the EVC served a total of 711 In-Person voters, equating to roughly 101 voters per hour. Then, on Monday, November 6, the final day for absentee balloting, the EVC served a total of 871 voters, equating to roughly 87 voters per hour. In the seven-day Direct Balloting period, the EVC served a total of 3,838 voters, which accounted for almost one-third of all accepted absentee ballots.

Direct Balloting was first implemented in 2016. If the 2017 Municipal Election is an indicator, Direct Balloting has the potential to spur increased voter participation in future elections. The chart below shows the daily totals during the 2017 Direct Balloting period.



[8] Minn. Stat. §203B.11

VII. Election Day Activities

There are more than 10,000 election jurisdictions in the United States which vary dramatically in terms of size, population, community demographics, and the functions performed, with the smallest towns having only a few hundred registered voters to Los Angeles County, the nation's largest single jurisdiction serving more than 4.7 million voters.[9] Despite these differences, for every election jurisdiction in the nation Election Day is the "big show." That is when all the plans and preparations, the systems, training, and hard work over the course of many months are put into action, determining whether that election will be deemed a success or failure. Fortunately, the 2017 Municipal Election was a success. In addition to the significant impact of absentee balloting, already described, and the contributions of the Voter Outreach & Education program, Election Day 2017 provided participating voters with a largely seamless experience, as described in the following subsections.

A. Electronic Poll Books

EVS deployed Electronic Poll Books (EPBs) to all its polling places in 2017. This technology—which was purchased and is owned by Hennepin County—was used in all cities, except Minneapolis, in the 2016 Presidential Election. These devices replace the printed roster books used for voter verification and check-in at the polls on Election Day.

In partnership with Hennepin County Elections, Minneapolis EVS deployed Electronic Poll Books (EPBs) for the 2017 Municipal Election. The system was purchased by Hennepin County from KNOWiNK, a leading manufacturer of these systems.

Each EPB unit includes an iPad, stand, battery pack, and mini-printer. The iPads have limited functionality, tied specifically to the single purpose of checking, verifying, and—when necessary—registering voters. By limiting their functionality, the security of the voter data, access, and potential hacking is minimized. Because multiple devices can be interconnected and working at the same time in a single precinct, the EPBs are able to synchronize voter data in real-time throughout the day, helping ensure the integrity of the election by preventing individuals from voting more than once. Minnesota law and the Office of Secretary of State set technical requirements to ensure the safety of electronic voter data. Hennepin County certified that the EPBs it procured satisfy these security standards. In the event of a technical difficulty such as a power outage, backup paper records are available at polling places. The data on EPBs is never connected to the ballot counting machine, and the two systems function independently of one another and do not share or transfer data.

EPBs replace expensive and cumbersome roster books, which required significant effort (labor, time, and money) to produce and compile before Election Day, and an equal investment after each election to update voter history in the Statewide Voter Registration System (SVRS). The transition to EPB technology expedited voter check-in and verification processes in the polls and facilitated post-election data entry all while strengthening the integrity of the election and reducing overall costs.

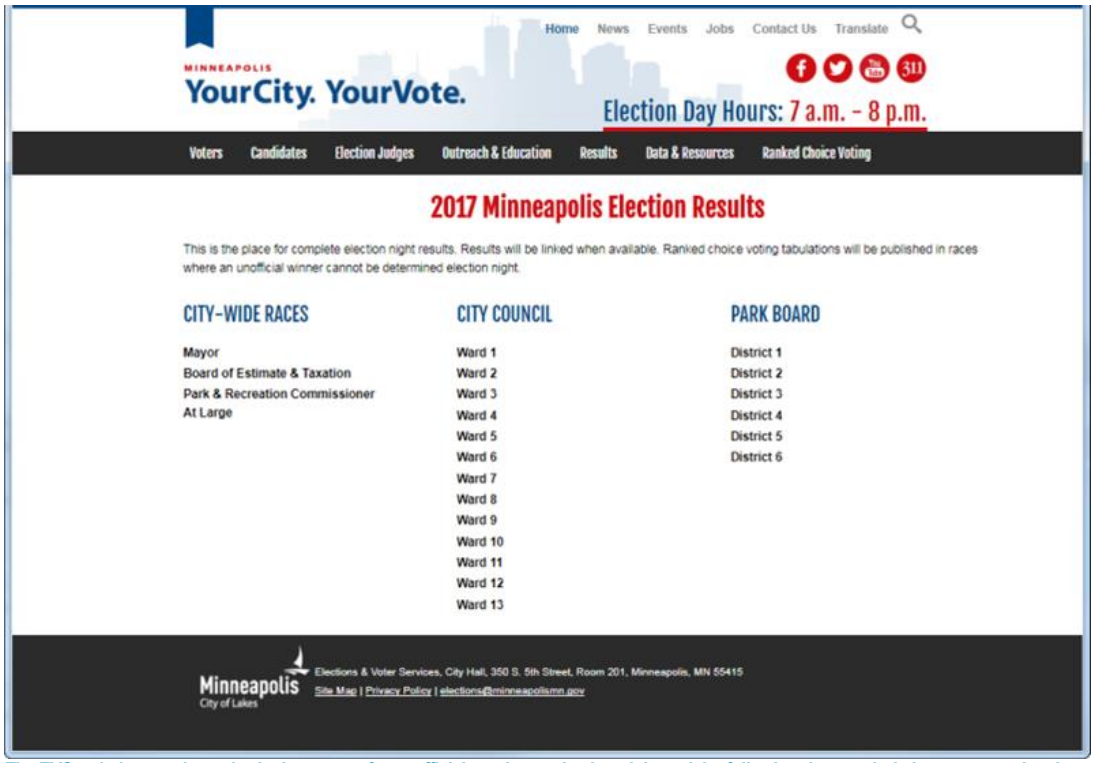
[9] From report by the National Conference of State Legislatures: **Election Administration at State and Local Levels**.

Under the terms of the agreement with Hennepin County, the EPB hardware, software, operating equipment, license, and vendor support are all provided at no cost to the City. The entire EVS team completed training provided by the vendor, KNOWiNK, and provided specialized training for the City's election judges. The EPBs performed well in the 2017 Municipal Election, and EVS is considering additional ways to leverage this new technology to further enhance voter service and poll management.

B. Results Tabulation & Reporting

At 8 p.m. on election night, polls closed and vote data was wirelessly transmitted from each of the City's 132 precincts to Hennepin County where it was merged with the absentee ballot vote data provided by EVS. An initial evaluation was conducted to determine if unofficial winners could be declared in any races based on the maximum possible threshold, as defined in the ordinance. Where possible, these unofficial winners—based only on the results of first-ranked choices in each race—were reported by EVS and also published on-line by the Office of Secretary of State at the following sites—

- **Secretary of State: http://electionresults.sos.state.mn.us**
- **Minneapolis EVS: vote.minneapolismn.gov**



The EVS website was the authoritative source for unofficial results on election night and the following day as tabulation was completed.

However, as in 2013, existing systems could not aggregate and tally results across all three ballot columns to produce results; therefore, after posting unofficial results of first-ranked choices, no further data was posted by the Office of Secretary of State. In 6 of the 22 races on the ballot, the City was able to declare unofficial winners on election night based on first-choice vote totals. In the remaining 16 races a definitive winner could not be identified only using first-ranked choices, thereby necessitating at least one round of tabulation. Tabulation began the following day, Wednesday, November 8, starting with the mayoral race.

After posting initial results from first-ranked choices, Hennepin County created a complete data file using the ElectionWare® Cast Vote Record (CVR) functionality. The CVR generates as a report in Microsoft Excel and ties together the total first, second, and third-ranked choices in each race; the total number of write-in candidates in each race; and the total number of overvotes and undervotes. This report was used for tabulation in races where a winner could not be declared. The complete CVR file, produced by Hennepin County, was received by EVS at 8:24 a.m. the next morning.

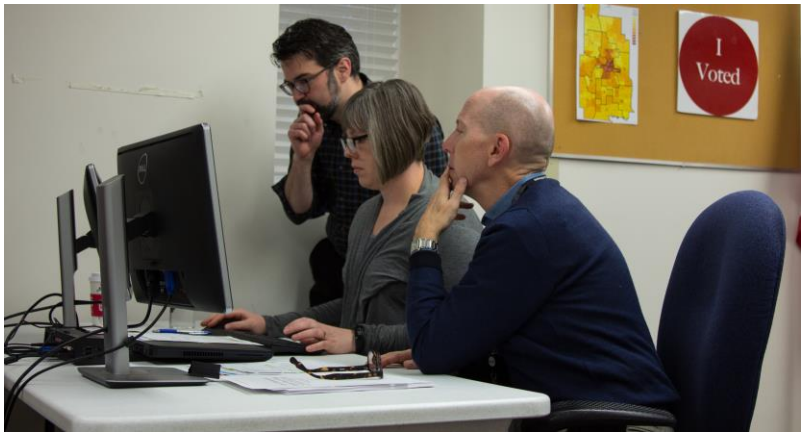
Tabulation

Tabulation for the 2017 Municipal Election began at 8:24 a.m. on Wednesday, November 8, and was conducted at the City's Early Vote Center located at 217 S. Third Street South, approximately one block northwest of City Hall. This location provided a secure, quiet work environment. Using the CVR file provided by Hennepin County, EVS first determined the threshold to declare unofficial winners in each race. Tabulation proceeded for races in the order of the ballot where an unofficial winner had not already been declared; that order was: Mayor; City Council (wards done in randomized order: 3, 9, 5, 11, 4, 1, and 6); Board of Estimate & Taxation; Park & Recreation Board At-Large; and Park & Recreation Board (districts done in randomized order: 6, 3, 5, 2, 1, and 4).

A total of eight tabulators, working in teams of two, completed tabulation, with two tabulation teams working on the same race at the same time. In each team, one tabulator was assigned the task of sorting, copying, and pasting results data in the Microsoft Excel workbook according to the detailed instructions that aligned with the tabulation process dictated by the City's RCV ordinance; the second tabulator monitored the process, verified each step was completed according to instructions, and ensured there were no errors.

All tabulation teams worked under the supervision of a tabulation team leader, who provided overall process guidance, answered questions, and flagged any problems or challenges. Assistant City Clerk Christian Rummelhoff was the tabulation team leader in 2017.

The Microsoft Excel workbook used by tabulators in 2017 was the same as in 2013 and was designed to mimic the physical counting stations which would have been used in a hand-count process of paper ballots, based on the *Minneapolis Method*. For each race, a worksheet was used to sort and transfer vote data, extracted from the CVR file. A separate results page in the workbook added the vote totals for each candidate in each round and a mathematical elimination page was used to determine which candidate(s) were defeated in each round.

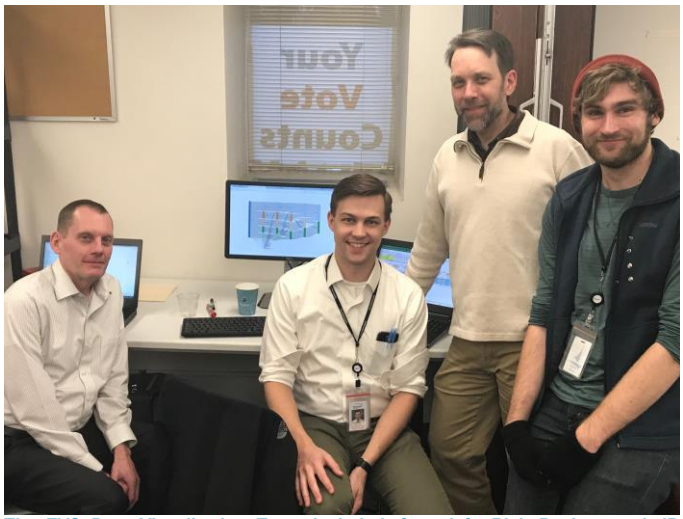


Election officials tabulating results data at the Early Vote Center on November 8, 2018. Pictured, left to right, are: Christian Rummelhoff, tabulation supervisor; tabulator Megan Conley; and monitor Greg Munson.

Election officials tabulating results data at the Early Vote Center on Wednesday, November 8, 2018. Pictured, left to right, are: Aaron Grossman and Josh Schaffer.

Teams begin tabulating the results of the mayoral race at the Early Vote Center on Wednesday, November 8, 2017. Two tabulations teams worked concurrently on each race according to specific instructions dictated by the City's Ranked-Choice Voting Ordinance. Pictured, left to right, are: Mitch Kampf, Greg Munson, Peter Ebnet, Grant Johnson (standing), Lisa Lamor, Megan Conley, and Kristen Olson.

Assistant City Attorney Caroline Bachun, legal counsel for the Office of City Clerk, including its Elections & Voter Services Division, was present throughout the tabulation process to provide legal advice and guidance. In addition, a small communications team was in attendance to visualize and post results data for each race as it was completed using the EVS website and social media accounts. The entire tabulation process, and all the teams and personnel which contributed to it, were under the direction of Assistant City Clerk Grace Wachlarowicz, who is the City's Director of Elections & Voter Services. In addition to overseeing the tabulation process, Ms. Wachlarowicz gave final direction on all questions or concerns raised, documented the proceedings, and identified potential process improvements for future RCV elections.



The EVS Data Visualization Team included, from left: Rick Paulsen and JP Heisel, from the Information Technology Department; Grant Johnson, the Clerk's Office Information Technology Manager; and Mitch Kampf, the Clerk's Office Social Media Coordinator.

Tabulation for the mayoral race began at 9:42 a.m. After 3.5 hours and 6 rounds of tabulation, Jacob Frey was declared the unofficial winner. From here tabulators moved on to City Council races, beginning with Ward 3. The tabulation of the entire election—all 16 races not declared on election night—was completed in less than 24 hours after polls closed on election night.

Minneapolis Ranked-Choice Voting Election Statistics 2013-2017 Comparisons		
22 Municipal Races to elect 25 Seats		
DETAIL	2013	2017
Precincts	117	132
Total ballots cast	80,099	105,928
Number of unofficial winners declared election night	14	6
Number of hours to complete RCV tabulation	34.5 hrs/3 days	11.5 hrs/1 day
Number of tabulation teams	1	2
MAYORAL RACE DETAILS		
Number of declared candidates	35	16
Number of tabulation rounds to declare unofficial winner	34	6
Hours to complete tabulation	24+	3.5

Canvassing & Certification of Results

The City Council, sitting as the Minneapolis Canvassing Board, pursuant to Minn. Stat. § 205.185, subd. 3, met on Tuesday, November 12, at 9 a.m. at City Hall. At that time, the City Clerk reported the final tally of returns in each race on the ballot, and the Canvassing Board certified those vote counts as the final, official results of the 2017 Municipal Election. The official order of the Municipal Canvassing Board was filed of record with the Office of City Clerk, and a certified copy of the official returns was filed with the County Auditor. The certification of the official results opened a seven-day contest period during which time any candidate or voter could contest the certified results, as provided under state election law. That seven-day period ran through November 19.

C. Ward 6 Recount

After unofficial results were announced in all races, a contest was filed in the Ward 6 City Council race. This was the first time a recount in an RCV election was required, and it necessitated EVS to develop and apply policies and procedures within the general parameters of the City's RCV Ordinance and consistent with the general election laws, rules, and regulations of the State of Minnesota.

It was not possible to declare an unofficial winner in the Ward 6 City Council race on election night; thus, rounds of tabulation were required, which was done the next day. When the Ward 6 race was evaluated, consistent with the RCV Ordinance, the threshold was calculated and applied. In the first round of tabulation, voter intent guidelines were applied to normalize those ballots with overvotes and undervotes (or skipped rankings in the first-choice column) and, as a result, EVS declared an unofficial winner. The following table shows the tally by candidate name following the first round of tabulation, as described above.

2017 Municipal Election City Council Race: Ward 6	
Total votes cast for office	7,234
Threshold to declare a winner	3,518
Candidate	Votes Cast
Abdi Warsame	**3,629**
Mohamud Noor	3,390
Fadumo Yusuf	183
Tiffani Forslund	6
Undeclared Write-ins	26
Exhausted	0
Total	7,234

The difference in votes cast for Candidate Warsame and Candidate Noor was 239 or a differential of 3.3%; thus, pursuant to the provisions of Minn. Stat. § 204C.36, subds. 1 and 2, Mr. Noor requested a discretionary recount of the race. Mr. Noor provided a cashier's check in the amount of $7,000, as determined by the City's EVS Division, for payment of recount expenses. Mr. Noor also requested that the recount begin with the ballots cast in precincts 6-2, 6-3, and 6-7.

Recount Procedures

Both state statute and the RCV ordinance are specific that the scope of a recount is limited to the determination of the number of votes validly cast for the office to be recounted. [Minn. Stat. § 204C.36, subd. 6, and Minneapolis Code of Ordinances § 167.90(d).] Since this race did not require tabulation (a candidate defeated requiring ballot reallocation), the recount could mirror the process of a traditional ballot and the *Minneapolis Method* for a RCV hand count. Specifically, only the first choice rankings would be counted, voter intent would be applied where required consistent with the RCV ordinance to normalize any ballot errors affecting first-choice rankings, and a comparison would then be made to the totals of the original tabulation spreadsheet with the results of the recount.

The recount commenced November 28 at 9 a.m. at the Early Vote Center. As requested by Mr. Noor, precincts 2, 3, and 7 were recounted first. The recount results compared to the Cast Vote Record (CVR) results for those three precincts revealed no significant change; specifically: votes counted for Candidate Warsame remained unchanged, with a total of 1,826 votes, whereas votes in the recount for Candidate Noor resulted in a net loss of one vote, for a total of 1,639 votes. It is important to note that slight differences in

vote counts are not unusual when recounts are conducted. Normally any errors by judges or the machines are random errors, and during a recount these errors generally offset one another. Characteristically, a slight change one way in one precinct is balanced by a corresponding change in the other direction in another precinct. Normally, the results of an election are not changed by these adjustments, but it can happen.

The following tables show the final vote totals for precincts 2, 3, and 7 in the Ward 6 City Council race as a result of the recount.

2017 Municipal Election Minneapolis City Council Race: Ward 6 —RECOUNT RESULTS—			
Total votes cast for office		7,234	
Threshold to declare a winner		3,518	
Total Results for Precincts 2, 3, and 7			
CANDIDATE	ORIGINAL	RECOUNT	DIFFERENCE
Abdi Warsame	1826	1826	0
Mohamud Noor	1640	1639	-1
Fadumo Yusuf	52	52	0
Tiffini Forslund	3	3	0
Undervote	62	62	0
Overvote	3	5	2
Undeclared Write-In	9	8	-1
Totals	3595	3595	0

Following the results of the three requested precincts, Mr. Noor waived further recount of the remaining precincts in the race, as allowed under state law. Accordingly, the recount concluded at approximately 11:30 a.m. The recount results were certified by the City Canvassing Board on December 1, 2017. The total cost to administer the recount was $3,229.18, and the City reimbursed Mr. Noor the difference of $3,770.82.

D. Post-Election Review

A post-election review (PER) involves a hand-count of ballots from randomly selected precincts to verify election equipment accurately counted votes on scanned ballots. The drawing of precincts was done November 14, and the PER conducted on November 29. The PER was noticed and open to public observation. The exportable CVR data file in each race was the source information used in the RCV tabulation. Therefore, the PER was designed to verify the CVR matched what was actually marked on ballots in selected precincts. As specified in the ordinance, the City Council race was counted for two randomly selected precincts and the Board of Estimate & Taxation race was counted for two different randomly selected precincts.[10] Election judges worked in party-balanced pairs sorting ballots by all three rankings and recording the number of ballots cast for each possible combination of candidates.[11] This count was compared to the results for each combination in the CVR data file. No discrepancies between the CVR data files and the actual ballots were discovered in any of the four precincts included as part of the PER.

[10] The ordinance specified that a multi-seat race, selected at random, be counted in the PER. Board of Estimate & Taxation was the race selected in 2017.

[11] This process was identical to the Minneapolis Method hand count developed to tabulate results in 2009.

VIII. Voting Patterns

A. Voter Errors

In any election, there exists the possibility that voters will mark ballots in a manner which prevents or does not allow all choices to be automatically tabulated by voting equipment. A common example which occurs in almost every election cycle is when a voter circles a preferred candidate's name rather than filling in the oval next to the candidate's name. Recognizing the potential for human error and desiring to make every effort to count every ballot, the Minnesota Legislature acted to ensure as many ballots as possible are included in each election tally, requiring election officials to make "every effort … to count all votes on a ballot and prevent ballots from being rejected for a technicality when it is possible to determine voter intent."[12]

For traditional, first-past-the-post (plurality) elections, the State has adopted regulations that provide detailed policy guidance on interpreting and determining voter intent for common voter and/or ballot errors. However, there is no such guidance for errors that are unique to Ranked-Choice Voting. These RCV-specific errors include:

1. Overvoting, which is choosing more than one candidate at a single ranking;
2. Repeating a candidate in multiple rankings; and
3. Skipping a ranking, but choosing a candidate at a lower ranking.

As a consequence, the City of Minneapolis was obligated to develop policy guidance to address these RCV-specific ballot errors to satisfy the statutory requirement. As part of its first use of RCV in 2009, the City created a Voter Error Accounting Chart which met this need. The Voter Error Accounting Chart provided consistent treatment of ballots with RCV-specific errors, a process sometimes referred to as "normalizing" a ballot. It is important to emphasize that normalized ballots are not disqualified or excluded from being included in the tabulation of election results. In each and every instance where a ballot error is discovered, that ballot is normalized according to the policy guidelines dictated by the ordinance and then tabulated.

Overvoting

In 2017, overvotes occurred on 0.19% of the races voted.[13] Overvoting was higher in multiple-seat races (0.26%) than in single-seat races (0.15%). These rates were strikingly similar to those of 2013, which saw 0.19% races overvoted, with 0.25% in the multi-seat races and 0.16% in the single-seat races.

The persistent rate of overvoting errors may be explained, at least in part, by the fact that in non-RCV elections involving multi-seat races voters are able to select their preferences within a single column; whereas, due to ballot design issues, voters must use a different process in selecting candidate preferences in multi-seat races during RCV elections. It is possible that improvements in RCV ballot design, coupled with advancements in system technology, could eliminate the need to repeat candidate names in multiple columns. This is an issue worthy of further exploration as vendors continue to consider designs for alternative voting methodologies.

Fortunately, the existing tabulators are capable of recognizing an overvote on an RCV ballot, and voters are alerted to this error. This notification of a potential overvote gives the voter a chance to correct his or her ballot, if they choose to do so. Of course, a voter could still cast a ballot with an overvote error, despite the systematic warning, but it would require the voter to knowingly cast a ballot with this error included. It is a result of this notification feature that the overvote error rate remains low, appearing in fewer than two out of every one thousand races voted.

Skipped Rankings

Skipped rankings occurred on 0.27% of the races voted in 2017, slightly less than the rate of 0.35% in 2013. About half of this total consisted of voters who skipped the first ranking (0.17%), with the remainder evenly

[12] Minnesota Statutes §204C.22

[13] There were five races on each ballot, so each ballot is considered five instances to make an error or vote correctly. However, if a voter decided not to vote in a particular contest, that race was disregarded in this analysis.

divided between voters who skipped the second ranking only and voters who skipped both the first and second rankings (0.09% each).

While the City lacks data that clearly explains the reason for the skip in rankings, it is possible that voters misunderstood how to mark an RCV ballot correctly. Ballot marking instructions are included at the top of each ballot, and instructions are also communicated to voters by election judges when issuing ballots. It is also possible that voters are attempting to vote strategically in favor of a preferred candidate with the false assumption that skipping a ranking may give that preferred candidate an advantage. Of course, that is not true. The ballot normalization rules require that ballots with skipped rankings be adjusted such that any ranking of a lower value be allocated to the next higher value; for example, if a voter skipped the first-ranked choice but did express preferences for a second and/or third-ranked choice, that ballot would be adjusted to show the second-ranked choice as first and the third-ranked choice (if any) as the second, and then the ballot would be tabulated using the regular procedures dictated by the ordinance. Again, in order to meet the statutory requirement of making "every effort to count all votes on a ballot and prevent ballots from being rejected for a technicality when it is possible to determine voter intent." This is an example of how the normalization process enables the City to give voters' ballots the maximum opportunity to continue forward in tabulation.

Repeat Candidates ("Bullet Voting")

Repeat candidate errors were the highest source of challenges in both 2013 and 2017. For the 2017 election, repeat candidate errors occurred on 3.32% of the races voted, nearly identical to the 3.28% rate from 2013. This error occurred on 2.77% of races where there were three or more candidates (2013: 2.26%), and on 5.02% of races in which there were two or fewer candidates in a race (2013: 6.84%). This higher error rate might perhaps indicate that some voters felt the need, and perhaps believed it was a requirement, to complete all three rankings on the ballot despite clear instructions to the contrary—both printed on the ballot and issued orally by election judges in the polling place.

It is also noteworthy that repeat candidate errors were experienced at least 10 times more frequently than either overvoting or skipped rankings. This reflects a common theme identified during EVS's outreach efforts that many voters believed "bullet voting" would bolster the chances for a preferred candidate to advance in the final tabulation of a particular race. "Bullet voting" is another term for the repeat candidate error; however, it generally refers to a ballot error in which a voter selects the same candidate in all rankings in a given race (e.g., first, second, and third choices). In reality, bullet voting weakens a voter's ballot and decreases his or her ability to affect the outcome in a particular race.

The following table summarizes the RCV-specific errors occurring in the 2017 Municipal Election.

SUMMARY OF 2017 RCV BALLOT ERRORS		
Type of Error	**Type of Race**	**Percentage**
Overvote	Single-seat	0.15%
Overvote	Multi-seat	0.26%
Overvote	All races	0.19%
Skipped Ranking	All races	0.27%
Repeat Candidate	1-2 candidates	5.02%
Repeat Candidate	3+ candidates	2.77%
Repeat Candidate	All races	3.32%

B. Choice Drop-off

Another consideration is how many choices to rank a voter has; that is, how many rankings a voter is able to make in each race on the ballot. In all three RCV elections—2009, 2013, and 2017—Minneapolis provided a total of three rankings per race, including the option for a write-in candidate as part of those three rankings, primarily due to restrictions tied to ballot design regulations and the capabilities of existing voting systems.[14] Of the 22 races on the ballot in 2017, 5 had two or fewer declared candidates. In contrast, the mayoral race had a total of 16 declared candidates and the Park Board At-Large race had 9 declared candidates. The other 15 races had either 3 or 4 declared candidates.

Generally, the frequency of voters ranking additional choices in 2017 mirrored results from 2013. The data show the majority of voters chose to use all three rankings in only 6 of the 22 races; that is the same rate as in 2013, but still about one-third less than the total number of races on the ballot. Races in which all three rankings were used by a majority of voters included: Mayor (16 candidates); Council Ward 3 (4 candidates); Council Ward 5 (4 candidates); Council Ward 10 (4 candidates); Council Ward 11 (3 candidates); and Park Board At-Large (9 candidates). In the remaining 16 races, the majority of voters did not use all three rankings.

Based on the low overall error rates combined with post-election polling data, it appears voters understood how to rank preferences and were more likely to do so in races with a larger number of candidates. Ballot position did not appear to negatively impact ranking opportunities. The number of voters choosing to use all three rankings for the park board at-large race—which had a total of 9 declared candidates and was displayed in the fourth position on the ballot—was higher than all of the City Council races, all of which had four or fewer declared candidates and were displayed in second position on the ballot. From this, it would appear that candidate quantity may be a primary motivator for voters to use all available rankings in a race.

The data also suggests that providing three rankings may be sufficient for the majority of voters to express their preferences. In 16 of the 22 races on the 2017 ballot, a majority of voters chose to rank fewer than three candidates; that is, the majority of voters were able to express their preferences within a limitation of three rankings, and often less than three rankings. Even within the six races which showed the highest number of rankings, a substantial number of voters ranked fewer than three candidates. In the mayoral race, for example, 55 percent of exhausted ballots—or 12,532 of the total 22,835 ballots—had fewer than three different candidates ranked. In essence, 9 out of 10 voters in the mayoral race were able to rank their preferences within the limitation of three choices. Having more than three rankings in that race—despite a total of 16 candidates—would not have been needed for the vast majority of voters casting ballots, and ranking choices, in the mayoral race in 2017.

The chart below shows how frequently voters chose to use all three choices, two choices, or only one choice.

Summary of Choice Drop-off

Race	3 Choices	2 Choices	1 Choice
Mayor (16 candidates)	72.5%	14.3%	13.3%
City Council w/ 1 candidate	2.2%	1.6%	96.3%
City Council w/ 2 candidates	3.4%	23.1%	73.5%
City Council w/ 3+ candidates	43.3%	22.0%	34.7%
Board of Estimate (2 candidates)	4.9%	59.0%	36.1%
Park At Large (9 candidates)	63.7%	14.2%	22.2%
Park District w/ 2 candidate	4.3%	44.2%	51.5%
Park District w/ 3+ candidates	35.5%	21.1%	43.4%

[14] *See* **File No. 15-00848** for report with recommendations from the RCV Ballot Design Workgroup presented to the Elections & Rules Committee on July 22, 2015.

Although allowed under the City's ordinance, providing more than three rankings has some drawbacks for both voters and election administrators.

It is highly probable that producing a ballot providing more than three rankings in each race would require additional ballot pages in Minneapolis, given the high number of races that are included. Research has shown that multiple-page ballots tend to reduce voter participation for those races listed on a second (and any succeeding) page and leads to an increase in the number of abandoned ballots. The drop-off rate can increase when multiple ballot pages are used, such that the overall turnout for the election does not translate to the number of voters actually participating in elections further down the ballot. Adding more than three rankings across the ballot could have the unintended consequence of reducing the number of voters participating in races involving the Minneapolis Park & Recreation Board and the Board of Estimate & Taxation.

Saint Paul provides an interesting comparison. The City of Saint Paul conducted its municipal election using Ranked-Choice Voting in 2017, which only featured the mayoral race. The ballot design provided voters the option of ranking up to six candidates. A total of 10 declared candidates were included on the ballot along with the option for a write-in candidate. Despite a good number of declared candidates and the option for an increased number of rankings on the ballot, the results showed that more than half of all first-choice rankings were for one candidate, which obviated the need for tabulation. The following chart reflects the total number of ballots cast in the Saint Paul mayoral race and the percent of first-choice ballots.

Summary Saint Paul 2017 Mayoral Race (10 Candidates)		
Choice Ranking	Ballots Cast	Percent of First-Choice Ballots
First	61,554	100%
Second	46,714	75.9%
Third	34,002	55.2%
Fourth	16,692	27.1%
Fifth	9,699	15.8%
Sixth	6,652	10.8%

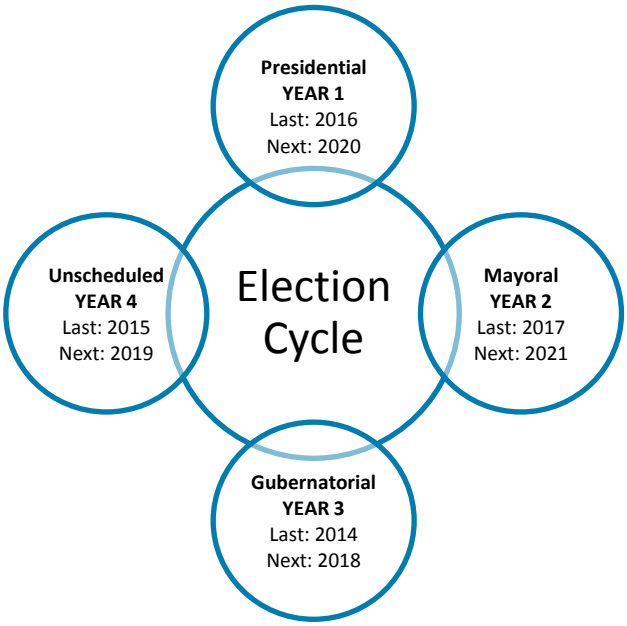
It is important to note, however, that Saint Paul does not use the Cast Vote Record (CVR) that is used in Minneapolis; thus, we are unable to analyze the specific choices from individual ballots in detail. Still, in reviewing the overall total number of votes cast in each of the six ranking columns, there is a clear and significant drop-off occurring after the first three rankings. This does not account for any repeated rankings or other factors, but it does illustrate that while a majority of Saint Paul voters ranked a third choice in the mayoral race (55.2%), only about a quarter of all voters actually ranked a fourth, fifth, and/or sixth choice in the mayoral race.

Unlike Minneapolis, the municipal ballot in Saint Paul is divided: the mayoral race occurs in one election cycle and City Council races appear in the next regular cycle; there are no other races on the municipal ballot. As a result, in Saint Paul, absent a special election, voters are presented with a municipal ballot that features one race every other cycle: either the mayoral race or the City Council races, which are divided by wards. In Minneapolis, by contrast, all voters have five offices on the ballot, which feature a mix of at-large and ward/district-specific races: Mayor, City Council (by ward), Park & Recreation Board At-Large, Park & Recreation Board (by district), and Board of Estimate & Taxation. Thus, the ballot style—and its overall design—are significantly different between the two cities. Still, Minneapolis should continue to research Saint Paul as a test case should the number of rankings be increased if and when new systems and improved technology would allow ballot design and layout to be reconsidered.

IX. Financials

A. Overview of Election Financing

Minneapolis administers elections across a planned, four-year cycle, illustrated below. The first year focuses on the presidential election, which typically sees the highest voter turnout, followed by the mayoral election in the second year, when turnout is usually lowest. There are no regular elections programmed in the fourth year of the cycle, although there is always the possibility of a special election being called.



More so than other municipal functions, the financing of elections varies dramatically year to year, influenced by many factors, which includes but is not limited to:

- The type of election and the number of election events during a given year;[15]
- Ballot content, especially high-profile, competitive races and interesting or controversial ballot questions;[16]
- The level of voter engagement, including organized get-out-the-vote drives and campaign efforts to motivate participation;
- Projected turnout based on an analysis of trends, demographics, and precinct profiles, among others.

As a consequence, most jurisdictions have adjusted their approach to financing elections to budget according to the particular year in the overall election cycle, factoring in some of the anticipated elements listed above which can and do impact the fiscal impact of each election.

In 2013, responding to direction from the City Council's Elections Committee, EVS developed budget recommendations projected against this regular, four-year election cycle. The proposed budget has been used by EVS since that time for internal tracking and reporting purposes; it consists of two key components:

- A **CORE BUDGET** which includes the fixed operating costs required to maintain the EVS Division; and
- An **ELECTIONS EXPENSE** budget which is tailored to the programming needs for a particular year based on the four-year election cycle and a thorough analysis of several factors, some of which are identified above.

[15] Within the regular four-year election cycle, years 1 and 3 each have at least two planned election events: a primary and a general election. With RCV, there is only one election event in year 2, because there is no primary.

[16] Research over multiple years and different election cycles and types of elections have consistently shown that ballot content is the greatest determining factor for voter turnout/participation.

The fluctuating impact of election funding can be illustrated by evaluating actual expenditures over the past five years, which includes the last two municipal elections (2013-2017).

ELECTION EXPENDITURES: 2013 – 2017					
ELECTION YEAR/CYCLE → EXPENSE CATEGORIES ↓	2013 MAYORAL	2014 GUBERNATORIAL	2015 UNSCHEDULED	2016 PRESIDENTIAL	2017 MAYORAL
CORE BUDGET	$481,911	$447,972	$472,026	$936,008	$1,059,793[17]
ELECTION EXPENSE	$1,328,551	$1,659,253	$838,996[18]	$3,338,230	$1,292,587[19]
TOTAL EXPENDITURES	**$1,810,462**	**$2,107,225**	**$1,311,022**	**$4,274,238**	**$2,352,380**

Clearly, elections are expensive. That is because elections are inclusive—and they are guaranteed. Voting rights are bestowed through and protected by federal and state constitutions and laws. Thus, access to the ballot box cannot be conditioned upon a budget. Assuring all qualified voters have free, equitable access to the ballot box is a cornerstone of representative democracy. Indeed, government begins at the ballot box. Much like public safety, health, and infrastructure, elections are a fundamental function of good government.

B. 2017 Municipal Election Budget

Actual expenditures for the 2017 Municipal Election exceeded the approved budget by about 30 percent. Given this significant difference in approved budget versus actual expenditures, it is worth examining some of the major factors which contributed to this overage (*detailed in the following pages*).

2017 MUNICIPAL ELECTION: BUDGETED VS. ACTUAL		
CATEGORIES	APPROVED	ACTUAL
CORE BUDGET	$1,019,793	$1,059,793 [$40,000 for voting booth capital replacement plan added to core budget]
ELECTION EXPENSE	$400,835	$1,117,587
SUPPLEMENTAL FUNDS	$215,000 [Rollover of $175,000 for EPB implementation and $40,000 for voting booth replacement]	$175,000 [EPB implementation]
TOTALS	**$1,635,628**	**$2,352,380**

Actual expenditures were $716,752 more than the original approved budget. Costs for Election Day could have been covered by that original budget amount, but it would have been insufficient to cover absentee balloting, voter outreach and education, the deployment of EPBs, or other components of the election, as detailed in this section.

For many years, the City has allocated between $400,000 and $500,000 for election expenses not covered by the EVS core budget. This financing approach has not been sufficient to meet the full impact of an election. For context, in the 2017 Municipal Election, the impact of payroll for 1,562 election judges and the initial ballot order to cover 132 precincts was $366,543. EVS paid a total of $5,350 in rental fees for its polling places in 2017. Deployment and receipt of voting equipment and supplies, also known as drayage, was $27,725, with an additional $8,000 to deploy EPBs. Collectively, these expenses would have been covered within the original budget allocation of $400,835. However, that original budget allocation would have been insufficient to address additional costs for seasonal staffing, which alone was $680,219; nor would it have covered the

[17] Includes $40,000 in rollover funding for replacement of voting booths

[18] Acquisition and implementation of new Elections Management System

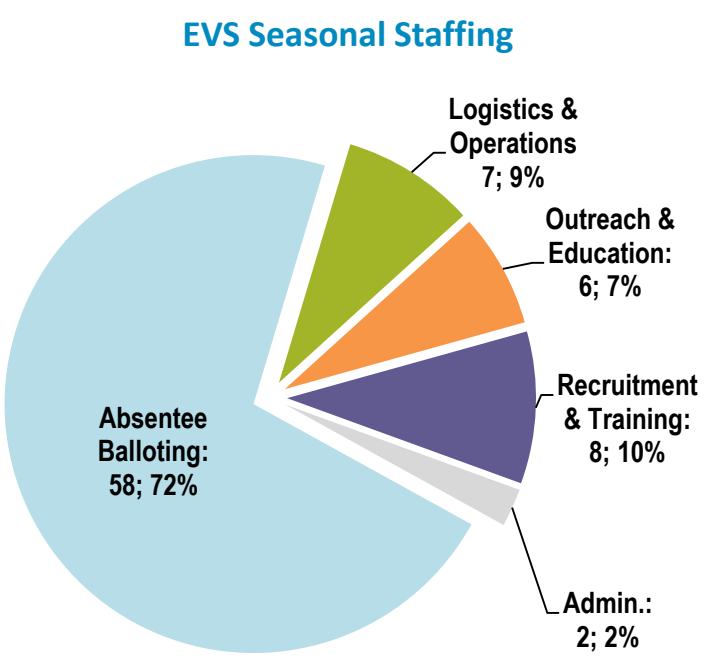
[19] Includes $175,000 in unanticipated costs for implementation and deployment of Electronic Poll Books

costs for the 46-day absentee balloting period, estimated at $306,343; nor the myriad of other expenditures which contributed to the strategic goal of ensuring all voters were "election ready" in 2017, as more fully detailed in the following paragraphs.

Significant 2017 Budgetary Impacts

1) SEASONAL STAFFING = $680,219

Minneapolis is the largest, most-populated city in Minnesota, the state boasting some of the highest turnout in the nation. With 239,750 registered voters in 2017, Minneapolis accounted for 1 of every 13 registered voters in Minnesota. Yet, EVS has only five permanent, full-time positions: the director and four professional election administrators to serve this large (and growing) community. This is significantly less than the average staffing model in benchmark jurisdictions. As a consequence, EVS is reliant on its ability to recruit, train, and utilize seasonal staffers to fulfill several mission-critical tasks, giving preference to those with prior experience and knowledge of elections.



Based on the regular election cycle, the number of seasonal staffers can vary; however, recruitment usually begins in March and ramps up through Election Day, with some seasonal workers remaining to help with post-election functions. The yearly seasonal staffing plan includes supervisory and non-supervisory positions. All seasonal staff must be trained on the full range of statutory duties prescribed for Election Judges, in addition to City and department policies and procedures covering as ethics and performance standards, communication policies, and technical functions like access to the Statewide Voter Registration System.

As shown in this chart, absentee balloting has the most significant impact on all seasonal positions. Those seasonal workers assigned to the absentee balloting program assist voters choosing to cast a ballot before Election Day, whether via In-Person at the Early Vote Center or Vote-By-Mail. The typical seasonal staffing plan for absentee balloting includes: a supervisor and team of seasonal workers to administer the Vote-By-Mail processes; a supervisor and team of seasonal workers to administer IPV balloting at the Early Vote Center(s); a supervisor and team of seasonal workers to conduct absentee balloting at designated health care facilities; and a supervisor and team of seasonal workers to serve as the City's Absentee Ballot Board, which is responsible under state law with accepting, rejecting, and tallying all absentee ballots.

In addition to the large contingent of seasonal staffers assigned to absentee balloting, supervisory and non-supervisory seasonal workers are needed to assist with recruiting, training, and scheduling election judges; evaluating and securing polling places; ordering and organizing supplies and equipment; coordinating logistics; and performing a variety of administrative tasks and offering general assistance in EVS headquarters at City Hall. Due to the limited number of permanent positions in EVS, one of the greatest ongoing risks to the City is the potential inability to recruit, train, and deploy adequate seasonal staffing to cover the multiple functions that contribute to the success of each election. Without effective, trained seasonal workers, EVS simply could not conduct an election.

2) ELECTRONIC POLL BOOKS = $106,296

The introduction of EPBs in 2017 forced EVS to incur unanticipated costs associated with the new technology. Although Hennepin County paid for the actual systems (hardware and software), Minneapolis was required to handle ancillary costs to store and maintain the EPBs, handle the logistics of delivering and retrieving the systems for Election Day, and costs associated with training. Most significantly, the training room at the EVS Warehouse had to be converted to storage space meeting strict specifications required for the technology. In the larger scheme of budgeting for elections, this demonstrates the impact other jurisdictions can have on the City; in this instance, the unanticipated costs were driven by decisions made by Hennepin County, not the City of Minneapolis. And, as a new component of all future elections, a portion of these costs will need to be added to future election financing plans, similar to funding for ballot tabulators and AutoMARK machines.

ELECTRONIC POLL BOOKS: 2017	
DESCRIPTION	**ACTUAL COST**
Warehouse Remodel	$17,286
iPad totes	$17,150
Gaffers tape	$3,800
Drayage	$8,000
EPB Staff	$60,060
TOTALS	**$106,296**

3) CONNIE SCHMIDT, CONSULTANT = $51,786

Schmidt was retained as a consultant to provide expert input for planning and an objective analysis of the entire election, essentially repeating her work from 2013. Her expertise and feedback over many years have been invaluable in refining and improving the general operation of the EVS team. Schmidt collaborated with the EVS team throughout the year in the lead-up to Election Day and in post-election tabulation and audit processes. For a summary of Schmidt's observations and recommendations, see Section X, below.

4) THE MORRIS LEATHERMAN COMPANY, RCV SURVEY = $48,000

EVS contracted with Morris Leatherman Company to conduct a statistically-valid survey of voters, non-voters, candidates, and election judges about their experiences with the 2017 Municipal Election and Ranked-Choice Voting. This repeats similar post-election surveys done after the municipal elections in 2009 and 2013, adding to the insights the City has gained from its electorate during the nine-year period in which Ranked-Choice Voting has been used for municipal elections. These insights have helped to inform process improvements, especially in terms of targeted outreach and education campaigns. A summary of survey results in provided in Section X, below.

5) VOTER GUIDE MAILED TO EVERY MINNEAPOLIS HOUSEHOLD = $87,859

The guide was the centerpiece of the 2017 Voter Outreach & Education program, based on positive, post-election feedback in 2013 and 2016. The success of the City's multi-pronged plan can be measured by the high percentage of voters (81%) who reported they understood RCV "perfectly well" or "fairly well" before reaching the polling place. More importantly, nearly 80 percent of voters indicated they learned about RCV through just one component of the voter outreach campaign—the guide mailed to every household. The cost breakdown for all three years is shown in the table below:

2013 Voter Guide	2016 Voter Guide	2017 Voter Guide
Election Type: Municipal	Election Type: Presidential	Election Type: Municipal
Expected Turnout: Low	Expected Turnout: High	Expected Turnout: Low
Three 11x17 pages, double-sided and folded	Four 11x17 pages, double-sided and folded (33% increase in content)	Two 11x17 pages, double-sided and folded
Separate envelope, adding cost	Tabbed and direct-mailed, cutting costs	Tabbed and direct-mailed, cutting costs
Per household = 200,000 units	Per household = 200,000 units	Per household = 200,000 units
Personalized sample ballot included	Personalized sample ballot included	No sample ballot included
100% production outsourced	58% production outsourced	65% production outsourced
Cost/Unit = 49 cents	Cost/Unit = 49 cents	Cost/Unit = 44 cents
Total Cost = $97,536	**Total Cost = $97,486**	**Total Cost = $87,859**

Production costs for the voter guide have been steadily refined as EVS has had more experience in generating the guide and in improving delivery in collaboration with partners, including the U.S. Postal Service. The actual fiscal impact to produce the 2017 guide was $46,573, which was roughly 44 cents per unit; the additional costs were for the postage to cover the per-household distribution (197,870 households).

6) TRAINING FACILITY = $8,600

Because the existing training room at the EVS Warehouse had to be converted for EPB storage, EVS was required to locate another site for training purposes. Working with the Property Services Division, a rental agreement with Saint Mark's Episcopal Cathedral located at 519 Oak Grove Street was approved. The total impact of these unanticipated costs was $8,600, with details below.

TRAINING FACILITY: 2017	
DESCRIPTION	**ACTUAL COST**
Rental space (Saint Mark's)	$5,100
Equipment	$2,300
Staffing (set-up/tear-down)	$1,200
TOTALS	**$8,600**

Because the training room at the EVS Warehouse has been converted for technology storage needs for new equipment (EPBs), the costs of training space—whether through permanent City-owned facilities or rented space—will need to be factored into the base expenditure budget for future elections.

7) LUKE BELANT, CONSULTANT = $6,000

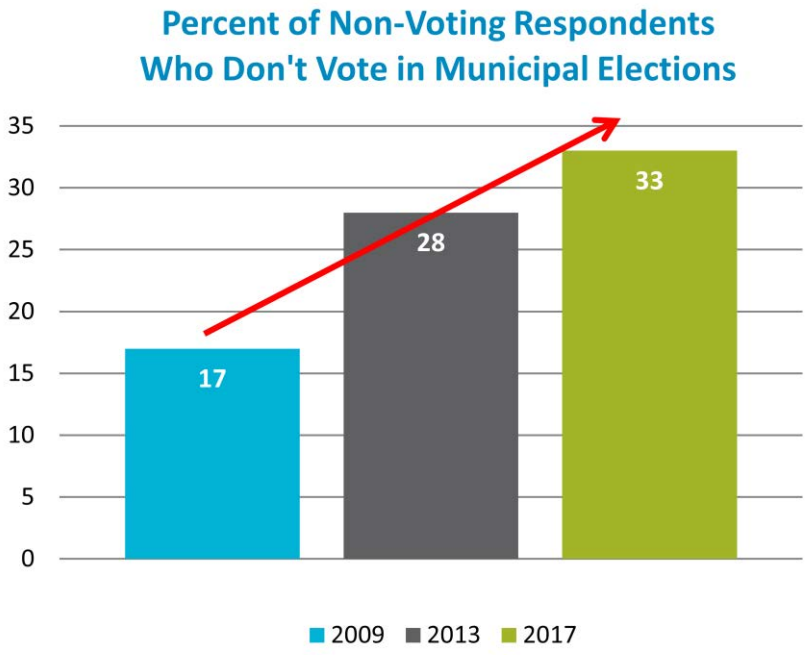
Elections & Voter Services experienced staff turnover in the past four years resulting in a need to obtain additional expertise on the tabulation process of ranked choice voting. Mr. Belant was part of the RCV tabulation team in 2013 and the post-election analysis resulting in the recommendations to enhance the tabulation process. Those recommendations were subsequently adopted as ordinance amendments in 2015. Belant was tasked with revising, testing, documenting, and instructing tabulation teams on the improved procedures for tabulating results, including batch elimination that was first used in 2017. Mr. Belant also assisted with tabulation processes at the Early Vote Center on November 8.

X. 2017 Municipal Election Analysis

A. Ranked-Choice Voting Survey

EVS contracted with The Morris Leatherman Company, a Minneapolis-based, full-service market research firm to survey a sample population of voters, non-voters, candidates, and election judges about experiences and perceptions of the 2017 Municipal Election. The objective was to provide a statistically-valid comparison of stakeholder experiences between the three municipal elections using Ranked-Choice Voting: 2009, 2013, and 2017.

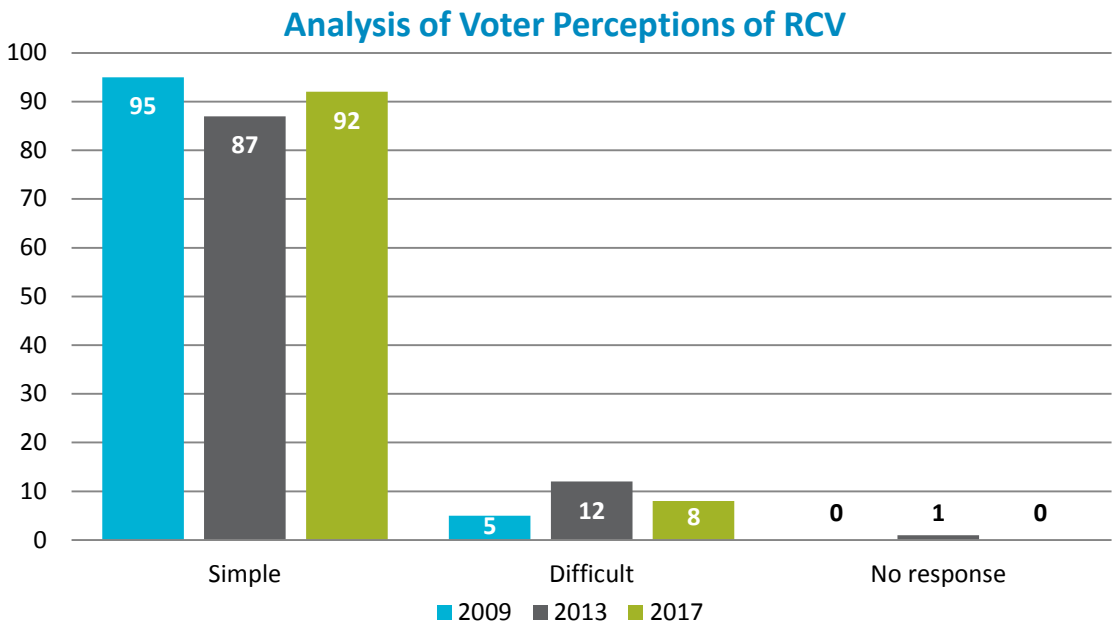
According to survey results, of those self-reporting that they actually cast ballots in 2017, only 67% identify as "regular voters" in prior municipal elections. This represented a hefty reduction of about 28% compared to the survey results from 2013. In terms of determining the voting base, then, it would appear that those who participated in the 2017 Municipal Election were less-frequent and more sporadic voters. This is troubling in that municipal elections are regularly conducted in the odd-year following a regular presidential election. Because Minneapolis has a proud tradition of being among the highest turnout municipalities, it is frustrating to see such significant drop-off in terms of voter engagement and participation in regular municipal elections in the immediate aftermath of a presidential election. This concern is bolstered by the fact that 33% of non-voting survey participants indicated they "don't care much about voting in municipal elections." In other words, there lack of participation is not a result of Ranked-Choice Voting or the timing of the election itself; rather, they choose not to engage in local elections. The percentage of respondents who identified with this statement—a preference not to engage in local elections—actually increased by 5 percentage points in comparison to 2013. The table below reflects the percentage of non-voting survey respondents in each of the three years (2009, 2013, and 2017) who self-identified that they "don't care much about voting in municipal elections."



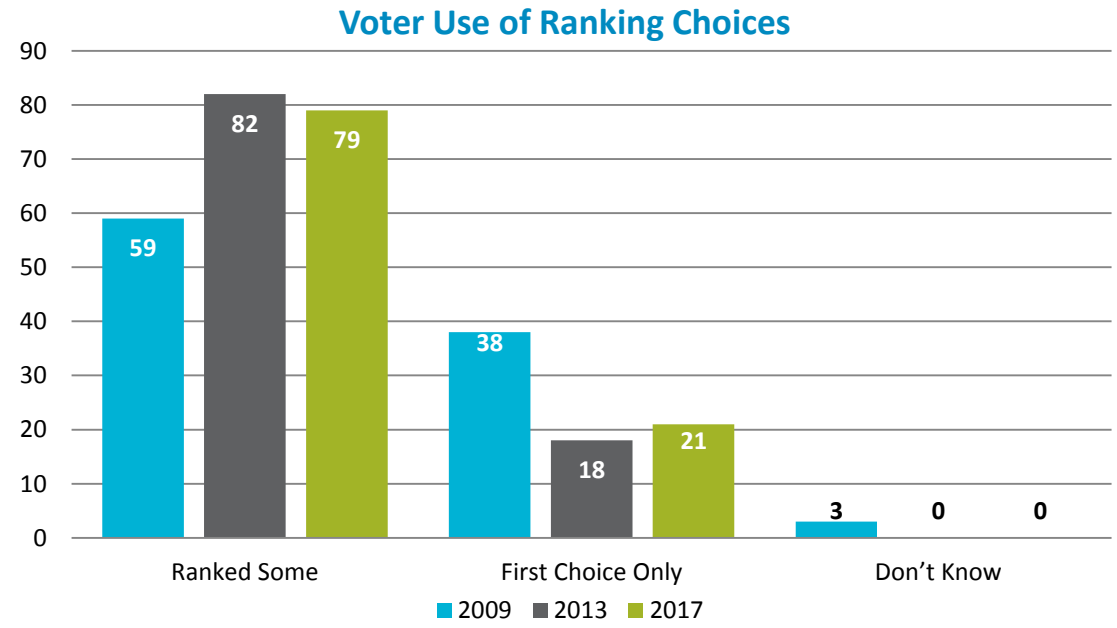
The percentage of non-voters who indicate they do not care to vote in municipal elections has grown over the last three cycles, showing an increase of 16 points from 2009 to 2017. Post-election survey results showed that this was more likely true of residents who self-identified as being between 18-34 years of age with a high school (or less) education. It was also more likely true of men than women.

Despite this unsettling feedback, of non-voting survey respondents 14% indicated that they were "very likely" to participate in future municipal elections, and an additional 28% indicated that they were "likely" to do so. Given that the legitimacy of government action can be measured, at least in part, by active participation in elections, this is encouraging feedback for the future. The City should pursue efforts that would make such participation not only easy by continuing to remove barriers, but also by offering further evidence of the benefits of participation, for individuals as well as the community.

Overall, of those respondents who did participate in the 2017 election, a significant majority (92%) indicated that ranking their preferences using the RCV ballot was simple to do. This was an increase from the 2013 election, but slightly less than what was initially reported in 2009 when RCV was first implemented.

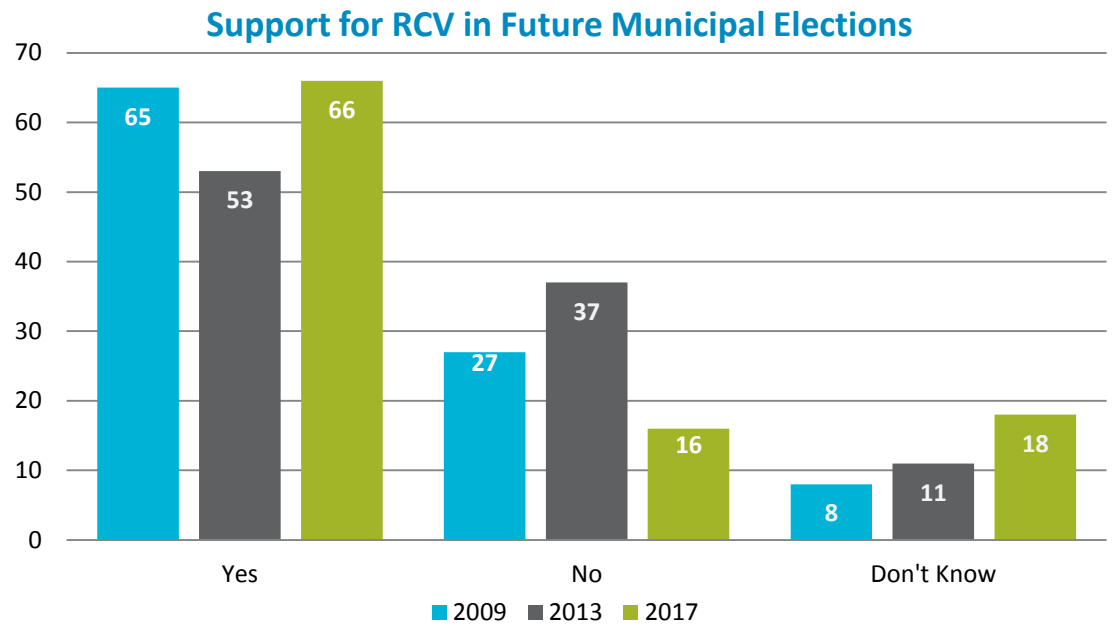


In 2017, most voters used the opportunity to express preferences across all three rankings in only 6 of the 22 races on the ballot. This represents less than one-third of all races on the ballot; thus, it appears that most voters chose not to take advantage of this opportunity. This is reflected in the following chart, showing similar themes across all municipal election years, 2009, 2013, and 2017. For more detail, see the section on Choice Drop-Off on page 29.



What the data implies is that most voters continue to vote for a single candidate in the majority of races on the ballot, notwithstanding the ability to rank additional preferences. More specifically, additional choices typically are a factor in the at-large, multi-seat races and are less a factor in the ward and district races. Nevertheless, a majority of survey participants in 2017—whether they self-identified as voters or non-

voters—expressed a willingness to continue using RCV in future municipal elections. In fact, the number of survey respondents indicating that they support or are otherwise neutral as to whether RCV is used in future municipal elections has increased from 2013, as shown on the chart below.



B. EVS Performance Analysis

Connie Schmidt is an associate and adjunct faculty member with the National Association of Election Officials (also known as the Election Center), an independent contractor for the U.S. Election Assistance Commission, and a former election administrator who was the recipient of the National Association of Secretaries of State Medallion Award for Outstanding Service to American Democracy and was inducted into the Election Center's Hall of Fame for election administrators. She has been retained as a consultant for the Minneapolis Elections & Voter Services Division in 2011, 2013, and again in 2017.

Throughout 2017, Schmidt collaborated with the EVS team, providing input on several process improvements which included a review and refinement of ordinances amendments approved by City Council as well as an overhaul of the City's election judge recruitment and training programs and on-site training and assistance with the testing and deployment of EPBs. She also was heavily involved in the workflow design (and redesign) and documentation of plans related to polling place management, absentee balloting processes, and the post-election audit. Some of the specific areas included in the scope of her analysis were the recruitment, selection, training, and orientation of seasonal staff and election judges; absentee balloting operations, both for Vote-By-Mail and In-Person functions; the use of technology, including the deployment of new EPBs; and Election Day operations, both in the field and at headquarters, as well as results reporting and post-audit.

Among other recommendations, Schmidt identified the following needs to be examined and prioritized by EVS in partnership with City policymakers.

First, the need to balance permanent staffing resources to meet existing and projected future demands, which would include a minimum increase of two full-time positions as well as the comprehensive review of the existing staffing plan and allocation of programs in the Division. As noted elsewhere in this report, EVS has much fewer resources than comparable jurisdictions given the size and complexity of the population served, especially considering the proud tradition of strong voter engagement and participation in Minneapolis (and Minnesota). The fact that EVS is heavily dependent on seasonal staff to perform mission-critical work is a significant risk to the effective planning and conduct of an election, and potentially exposes the City to challenges that could impact the integrity of the election.

Another key challenge is the lack of a central operation. Consolidating all EVS operations into a single facility is ideal, and something that EVS has advocated for many years. Not only is the existing permanent team very small, but it is also geographically dispersed to multiple locations across the city, making cross-training, back-up coverage, and collaboration nearly impossible.

Schmidt's report mentions the EVS Division's stated goal of being the "gold standard" for election administration, particularly for the administration of RCV elections, a goal she says has been achieved. This high standard of performance, and the service extended to the City's voters, can be maintained in all elections by seizing opportunities for further investment in the work of EVS. As noted in the bipartisan report published by the Presidential Election Commission: "[t]he electorate seeks above all modern, efficient, and responsive administrative performance in the conduct of elections." These investments in professional personal with the requisite training and expertise, facilities, equipment and technology are critical to enable the City of Minneapolis to continue providing the best service to its voters.

XI. Recommendations for the Future

RCV Recommendations for 2021

A. Automated RCV-Compatible System

In its plans for the next regular municipal election, scheduled for 2021, EVS has one overarching goal: acquire and deploy a fully-automated solution that tabulates RCV ballots. This would eliminate the need for exportable data files, manual processing of results data to produce unofficial winners, and delays in the public release or announcement of unofficial results. Vendors are working to develop these systems and it is possible that new systems could be certified and on the market before the next regularly-scheduled municipal election.

In 2017, Dominion, a provider of election systems and solutions, certified its Democracy Suite 5.0 which includes a module that automates RCV elections. The system is compatible with grid-style ballots allowing up to ten rankings and does not require additional third-party software or other workarounds. It is capable of reading and tabulating RCV ballots and producing results for both single-seat and multi-seat races. This is incredible news for the City of Minneapolis, as competition will continue to push other vendors in the industry to develop fully-automated systems. The Dominion system was used in the first RCV election conducted by the city of Santa Fe, New Mexico, in March 2018.

As already noted in this report, any voting system used in the State of Minnesota must meet federal and state certification standard; federal standards are promulgated by the U.S. EAC. The EAC last adopted system certification standards in 2005, the year before RCV was adopted in Minneapolis, and those standards do not contain any set of criteria for RCV or other non-traditional voting methodologies. Since 2005, election officials and vendors have been waiting for a fully-functioning EAC in order to have those certification standards updated. In the absence of a fully-functioning EAC since 2005, all vendors have been forced to design to technology standards set in 2005, more than a decade old. The EAC had been on a path to considering a new, updated set of system certification standards in August 2018; however, with the term expiration for Commissioner Masterson, creating a vacancy on the commission, the timing of such work is now in question. Nevertheless, the EAC staff who are responsible for standard testing are continuing efforts to develop test assertions and requirements to prepare for upgraded certification standards, assuming a new appointment to fill the vacant commissioner seat might be made yet this year.

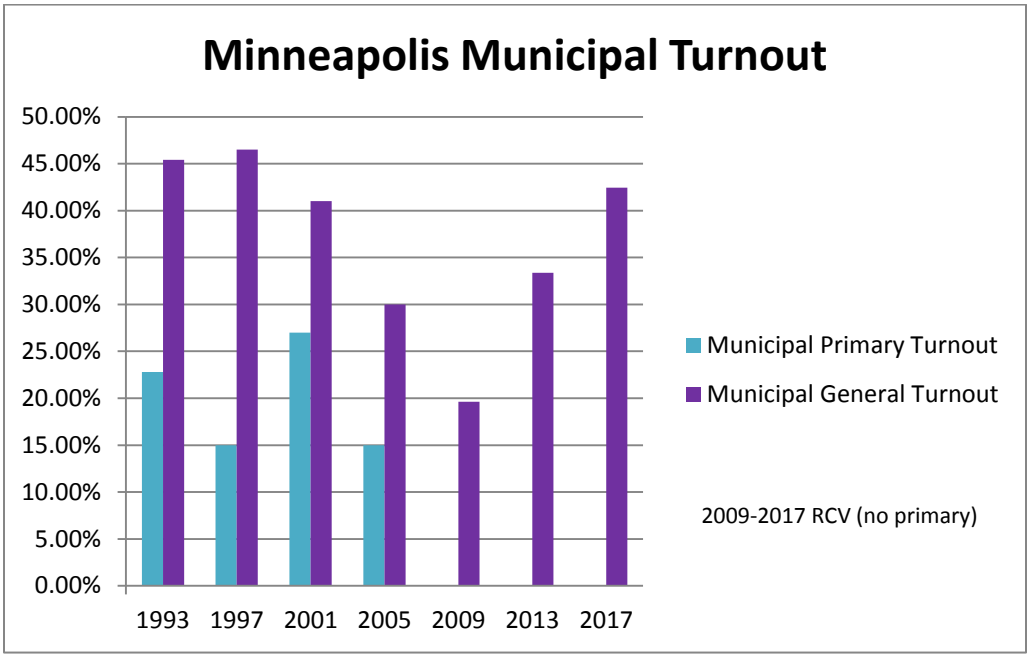
In Minnesota, however, the key question is whether Minneapolis will retain its ability to continue using RCV for its municipal elections.

In 2018, Senate File 3325, introduced by Senator Mark W. Koran (R), District 32, was passed by the Senate's State Government Finance, Policy & Elections Committee and referred to the full Senate for consideration as part of a planned omnibus elections bill. That provision, if enacted, would prohibit the use of RCV in Minnesota and would even nullify the use of RCV in Minneapolis and St. Paul, where the methodology was

adopted by public vote. Council Member Andrew Johnson, in his capacity as chair of the Council's standing Intergovernmental Relations Committee, testified in opposition to the bill before the Senate committee, as did Council Member Phillipe Cunningham. The key question will be whether this local pre-emption bill will be included in the final omnibus elections bill ultimately passed by the State Legislature and, if so, whether Governor Dayton would sign the bill notwithstanding his stated opposition to this measure.

B. Timing of Municipal Elections

The 2017 Municipal Election saw an increase in voter participation. While not reaching record numbers, that turnout was the highest since 1997 at 42.45%, with 105,928 votes cast.[20] While many factors can and do influence turnout from one election to the next, competitive races up and down the ballot likely played a significant role in bringing more voters to the polls. Additionally, following the 2016 Presidential Election, a renewed sense of engagement and push to the ballot box was seen in jurisdictions across the United States, which was reflected in the City of Minneapolis. The following chart shows turnout for municipal elections across a 24-year period, 1993 to 2017.



While certainly lower than turnout in presidential or gubernatorial elections, the City's level of participation in the 2017 Municipal Election was significantly higher than most jurisdictions in recent years, which typically have hovered between 27 to 34 percent.[21]

However, the overall increased participation in 2017 did not significantly alter trends of who votes in Minneapolis. The highest engagement continues to be in precincts found in Wards 12 and 13, with the lowest levels of engagement from those precincts in Wards 4 and 5. A growing trend in absentee balloting has been particularly evident in Ward 6, with a record level of over 4,000 voters—the equivalent of 55 percent of all Ward 6 voters—choosing to vote early, and primarily favoring In-Person voting at the Early Vote Center rather than Vote-By-Mail. The precinct with the highest total number of ballots was Ward 6 – Precinct 3 with 1,841 votes cast, equal to about 60 percent of the total number of registered voters. For Election Day turnout, Ward 8-Precinct 7 located at the Martin Luther King, Jr. Park served the highest number of voters at 1,522, or equal to 55 percent of registered voters. And, as always, those precincts located near the University of Minnesota topped the list for the number of Election Day registrations.

[20] Minneapolis calculates turnout based on percentage of registered voters participating, not on percentage of estimated voting age population.

[21] Political Research Quarterly (© 2013 University of Utah), *Campaigns, Mobilization and Turnout in Mayoral Elections*, Holbrook and Weinschenk, published July 15, 2013

Voting is often used as a key indicator of political engagement and, thus, as a sort of litmus test for public support of government policies and expressed priorities. Higher voter turnout is usually considered to be desirable. Higher turnout and participation often are taken as evidence of the legitimacy of the current political system and public support for government policies and expressed priorities. By contrast, lower turnout is considered to be undesirable. Low turnout is frequently attributed to disillusionment, indifference, and/or a sense of futility on the part of the electorate; it can reflect active disinterest, apathy, or the perception that participation in elections will not make a difference.

Numerous studies have attempted to identify causes for low turnout. Most political scientists agree that it is a complex mixture of economic, demographic, cultural, and institutional factors that can result in lower engagement. All studies have concluded that there is no single cause; accordingly, there is no "magic bullet" to solving the challenge of voter disengagement.

Over the past several decades, participation in the United States has peaked during presidential elections, when between 55 and 60 percent of the eligible electorate typically votes. Studies conducted by the Pew Research Center show approximately 53 percent of eligible voters cast ballots in the 2012 Presidential Election, but turnout dropped to just 36 percent for the 2014 midterm election cycle, the lowest turnout in a general election since 1942 when many of the nation's young people were fighting in World War II. In the 2016 primaries, only 3 out of 10 qualified voters chose to participate in shaping the presidential general election ballot. And, in the end, only about 56 percent of the voting-age population cast ballots in the 2016 Presidential Election. The Pew Research Center's report ranked the United States 31st out of 35 countries for voter turnout based on voting age populace among the mostly democratic nations included in the Organization for Economic Cooperation and Development.

Turnout drops to its lowest in elections conducted in the off-year cycle; that is, in elections conducted in odd-numbered years not correlated to regular presidential or midterm elections. This has particular concern for Minneapolis, since municipal elections are conducted in the off-year between regular presidential and gubernatorial elections. This is alarming because the smaller the voter pool becomes, the more weight a single vote carries and the easier it can become for an active, partisan minority to determine the outcome of an election. This can lead to unequal representation among the various constituencies of the community, with a smaller and smaller slice of the electorate making important decisions that affect the whole. Studies show that this is especially impactful in particular demographic and socioeconomic groups, especially the young, poor, and marginalized. The plain fact is that the majority of voters tend to be white, older (45-75), wealthier, married, more educated, and own property in comparison to non-voters. This group tends to make the decisions for the rest of the community. And these implications are compounded exponentially by the timing of municipal elections in Minneapolis.

As a consequence, the Minneapolis Charter Commission has introduced a proposal to study the implications of changing the timing of municipal elections to align with the regular presidential or gubernatorial elections conducted in even-numbered years. The theory is that a larger percentage of the community could be engaged, thereby increasing not only the overall turnout but specifically turnout among the city's harder-to-reach and historically-underrepresented populations. A growing body of research suggests that transitioning municipal elections in this manner can have positive implications for voter turnout. The Charter Commission is collaborating with the University of Minnesota's Humphrey School of Public Affairs to research turnout levels of comparable jurisdictions where municipal elections are conducted in even-numbered years. There are, of course, some legal and technological challenges to this proposal; however, those should not dissuade the consideration of a proposal that has the potential of expanding the pool of eligible voters that might engage in municipal elections. The timing of any such proposal, however, is likely to be delayed until 2020 at the earliest.

☆ ☆ ☆ ☆ ☆ ☆ ☆ ☆ ☆ ☆

The Elections & Voter Services Division dedicates this report to the legacy of Mary Davis, who served as the coordinator of the City's nationally-recognized Student Election Judge program. Here she is photographed with Mayor Jacob Frey and EVS Director Grace Wachlarowicz. Mayor Frey proclaimed January 25, 2018, as "MARY DAVIS DAY" in the City of Minneapolis to honor her leadership and the service given in nurturing the Student Election Judge program, educating the next generation about the importance of voting and active civic engagement, and providing work experience and skills development.

Pictured, left to right: EVS Director Grace Wachlarowicz, Student Election Judge Coordinator Mary Davis, and Mayor Jacob Frey.

Report presented to:
Minneapolis City Council
Standing Committee on Elections
The Hon. Jeremiah Ellison, Chair
May 9, 2018

Report prepared by:
Office of City Clerk – Casey Joe Carl, City Clerk

Elections & Voter Services Division—
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Char Peterson – Operations Technician
Mitchell Kampf – Communications Coordinator
Barb Suciu – Election Administrator
Eric Jeffreys-Berns – Election Administrator
Aaron Grossman – Project Coordinator
Kate Redden – EVS Program Assistant

Recognitions:
The Elections & Voter Services Unit gratefully acknowledges the participation and contribution of several partners who were engaged in preparations for a successful 2017 Municipal Election:
Minneapolis Election Judges & Seasonal Staff
The Hon. Steve Simon, Secretary of State
Secretary of State's Elections Division – Gary Poser, Director
Hennepin County Elections Team – Ginny Gelms, Director
Connie J. Schmidt, consultant
Luke Belant, consultant
Election Systems & Software
FairVote Minnesota – Jeanne Massey, Executive Director
All Minneapolis City Departments — especially: City Attorney's Office; City Communications; Community Planning & Economic Development; Finance & Property Services; Human Resources; Information Technology; Minneapolis 311; Neighborhood & Community Relations; and Regulatory Services

City of Minneapolis
General Election November 7, 2017
SUMMARY

	Registered Voters at 7am	Voters Registering at Polls	Voters Registering by Absentee	Total Registrations	Voters at Polls	Absentee Voters	Total Ballots Cast	Total Turnout	Percentage Absentee	Spoiled Ballots
WARD 1	19,015	680	27	707	8,277	587	8,864	44.94%	6.62%	265
WARD 2	16,466	1,204	32	1,236	6,515	519	7,034	39.74%	7.38%	344
WARD 3	23,009	1,404	109	1,513	8,599	1,278	9,877	40.28%	12.94%	343
WARD 4	16,833	308	15	323	5,087	262	5,349	31.18%	4.90%	252
WARD 5	14936	334	32	366	3964	314	4,278	27.96%	7.34%	274
WARD 6	14,354	489	882	1,371	3,333	4,064	7,397	47.04%	54.94%	314
WARD 7	20,106	625	58	683	8,089	1,166	9,255	44.52%	12.60%	387
WARD 8	17,507	548	35	583	7,783	492	8,275	45.74%	5.95%	323
WARD 9	12,481	473	157	630	4,854	796	5,650	43.09%	14.09%	278
WARD 10	19,881	1,002	59	1,061	7,335	576	7,911	37.78%	7.28%	261
WARD 11	19,905	332	27	359	9,024	568	9,592	47.34%	5.92%	351
WARD 12	22,214	483	38	521	10,065	639	10,704	47.08%	5.97%	419
WARD 13	23,043	394	15	409	11,028	714	11,742	50.07%	6.08%	484
CITY TOTAL	**239,750**	**8,276**	**1,486**	**9,762**	**93,953**	**11,975**	**105,928**	**42.45%**	**11.30%**	**4,295**

ABSENTEE STATISTICS: TOTAL ABSENTEE VOTERS SERVED

			PERCENT TO TOTAL
	IN PERSON	9,056	**75.62%**
	MAIL	2,303	**19.23%**
(a)	**HCF**	384	**3.21%**
(b)	**UOCAVA**	27	**0.23%**
(c)	**AGENT DEL**	205	**1.71%**
	TOTAL	**11,975**	

(a)	HCF:	Health Care Facility
(b)	UOCAVA:	Overseas and military absentee ballots
(c)	Agent Delivery	Delivery by designated agent for absentee voters

City of Minneapolis Statistics

General Elections November 7, 2017

Ward	Precinct	Registered Voters at 7am	Voters Registering at Polls	Voters Registering by Absentee	Total Registrations	Ballots Cast at Polling Place	Absentee Voters	Total Ballots Cast	Total Turnout	Percentage Absentee	% Registered to Total (Election Day)	Spoiled Ballots
City Summary		**239,750**	**8,276**	**1,486**	**9,762**	**93,953**	**11,975**	**105,928**	**42.45%**	**11.30%**	**8.81%**	**4,295**
1	1	912	20	2	22	381	30	411	44.00%	7.30%	5.25%	16
1	2	2,751	62	3	65	1,195	109	1,304	46.31%	8.36%	5.19%	32
1	3	2,369	60	1	61	1,205	79	1,284	52.84%	6.15%	4.98%	37
1	4	2,195	66	2	68	1,067	84	1,151	50.86%	7.30%	6.19%	27
1	5	1,873	65	5	70	890	65	955	49.15%	6.81%	7.30%	18
1	6	2,281	87	-	87	1,016	44	1,060	44.76%	4.15%	8.56%	46
1	7	1,760	150	2	152	567	34	601	31.43%	5.66%	26.46%	15
1	8	1,377	56	3	59	581	33	614	42.76%	5.37%	9.64%	22
1	9	2,527	99	8	107	984	83	1,067	40.51%	7.78%	10.06%	42
1	10	970	15	1	16	391	26	417	42.29%	6.24%	3.84%	10
Ward 1 Subtotal		**19,015**	**680**	**27**	**707**	**8,277**	**587**	**8,864**	44.94%	**6.62%**	**8.22%**	**265**
2	1	1,440	37	4	41	614	55	669	45.17%	8.22%	6.03%	39
2	2	1,370	35	3	38	716	87	803	57.03%	10.83%	4.89%	44
2	3	1,757	168	5	173	547	35	582	30.16%	6.01%	30.71%	20
2	4	1,274	187	3	190	294	5	299	20.42%	1.67%	63.61%	7
2	5	2,092	125	-	125	710	45	755	34.06%	5.96%	17.61%	47
2	6	1,125	51	2	53	516	50	566	48.05%	8.83%	9.88%	24
2	7	637	128	3	131	239	39	278	36.20%	14.03%	53.56%	7
2	8	2,588	58	3	61	1,346	102	1,448	54.66%	7.04%	4.31%	85
2	9	1,076	109	6	115	462	54	516	43.32%	10.47%	23.59%	23
2	10	1,735	262	-	262	383	6	389	19.48%	1.54%	68.41%	12
2	11	1,372	44	3	47	688	41	729	51.37%	5.62%	6.40%	36
Ward 2 Subtotal		**16,466**	**1,204**	**32**	**1,236**	**6,515**	**519**	**7,034**	**39.74%**	**7.38%**	**18.48%**	**344**
3	1	2,916	353	17	370	585	36	621	18.90%	5.80%	60.34%	17
3	2	2,544	262	11	273	939	69	1,008	35.78%	6.85%	27.90%	27
3	3	2,809	156	14	170	1,244	272	1,516	50.89%	17.94%	12.54%	53
3	4	1,082	55	1	56	509	48	557	48.95%	8.62%	10.81%	30
3	5	1,616	63	11	74	731	91	822	48.64%	11.07%	8.62%	26
3	6	2,842	168	10	178	1,294	87	1,381	45.73%	6.30%	12.98%	64
3	7	2,186	80	14	94	829	112	941	41.27%	11.90%	9.65%	30
3	8	1,531	47	3	50	583	121	704	44.53%	17.19%	8.06%	27
3	9	2,291	66	14	80	727	259	986	41.59%	26.27%	9.08%	32
3	10	989	52	5	57	402	23	425	40.63%	5.41%	12.94%	15
3	11	1,370	72	4	76	524	70	594	41.08%	11.78%	13.74%	5
3	12	833	30	5	35	232	90	322	37.10%	27.95%	12.93%	17
Ward 3 Subtotal		**23,009**	**1,404**	**109**	**1,513**	**8,599**	**1,278**	**9,877**	40.28%	**12.94%**	**16.33%**	**343**

City of Minneapolis Statistics

General Elections November 7, 2017

Ward	Precinct	Registered Voters at 7am	Voters Registering at Polls	Voters Registering by Absentee	Total Registrations	Ballots Cast at Polling Place	Absentee Voters	Total Ballots Cast	Total Turnout	Percentage Absentee	% Registered to Total (Election Day)	Spoiled Ballots
4	1	1,730	23	1	24	502	30	532	30.33%	5.64%	4.58%	27
4	2	2,564	33	8	41	660	44	704	27.02%	6.25%	5.00%	31
4	3	1,525	22	1	23	335	26	361	23.32%	7.20%	6.57%	23
4	4	2,447	47	1	48	941	51	992	39.76%	5.14%	4.99%	39
4	5	2,731	56	2	58	716	29	745	26.71%	3.89%	7.82%	31
4	6	1,930	37	1	38	511	25	536	27.24%	4.66%	7.24%	28
4	7	1,723	55	-	55	734	26	760	42.74%	3.42%	7.49%	38
4	8	2,183	35	1	36	688	31	719	32.40%	4.31%	5.09%	35
Ward 4 Subtotal		**16,833**	**308**	**15**	**323**	**5,087**	**262**	**5,349**	31.18%	**4.90%**	**6.05%**	**252**
5	1	2,170	53	-	53	641	27	668	30.05%	4.04%	8.27%	44
5	2	2,173	39	1	40	504	18	522	23.59%	3.45%	7.74%	28
5	3	1,552	51	5	56	399	43	442	27.49%	9.73%	12.78%	26
5	4	1,371	32	4	36	479	32	511	36.32%	6.26%	6.68%	32
5	5	1,436	33	1	34	494	34	528	35.92%	6.44%	6.68%	39
5	6C	689	14	2	16	188	21	209	29.65%	10.05%	7.45%	13
5	7	2,015	37	2	39	355	34	389	18.94%	8.74%	10.42%	38
5	8	2,098	41	3	44	456	34	490	22.88%	6.94%	8.99%	26
5	9	1,432	34	14	48	448	71	519	35.07%	13.68%	7.59%	28
Ward 5 Subtotal		**14,936**	**334**	**32**	**366**	**3,964**	**314**	**4,278**	**27.96%**	**7.34%**	**8.43%**	**274**
6	1	826	39	15	54	401	110	511	58.07%	21.53%	9.73%	20
6	2	2,259	87	111	198	615	710	1,325	53.93%	53.58%	14.15%	45
6	3	2,674	82	318	400	395	1,446	1,841	59.89%	78.54%	20.76%	68
6	4	2,199	50	98	148	348	399	747	31.83%	53.41%	14.37%	31
6	5	1,175	39	94	133	218	444	662	50.61%	67.07%	17.89%	50
6	6	1,336	38	96	134	259	336	595	40.48%	56.47%	14.67%	27
6	7	815	21	50	71	195	234	429	48.42%	54.55%	10.77%	18
6	8	1,193	32	59	91	342	182	524	40.81%	34.73%	9.36%	33
6	9	1,877	101	41	142	560	203	763	37.79%	26.61%	18.04%	22
Ward 6 Subtotal		**14,354**	**489**	**882**	**1,371**	**3,333**	**4,064**	**7,397**	**47.04%**	**54.94%**	**14.67%**	**314**
7	1C	1,014	14	-	14	613	41	613	59.63%	6.69%	2.28%	23
7	2D	1,524	25	-	25	819	81	900	58.10%	9.00%	3.05%	37
7	3	2,435	91	9	100	1,147	138	1,285	50.69%	10.74%	7.93%	63
7	4D	2,333	53	8	61	918	128	1,046	43.69%	12.24%	5.77%	50
7	5	2,153	106	7	113	830	112	942	41.57%	11.89%	12.77%	38
7	6	2,954	81	16	97	605	178	783	25.66%	22.73%	13.39%	28
7	7	1,075	13	2	15	595	59	595	54.59%	9.92%	2.18%	34
7	8	3,612	109	7	116	1,242	297	1,539	41.28%	19.30%	8.78%	49
7	9	2,265	88	7	95	1,043	107	1,150	48.73%	9.30%	8.44%	54
7	10	741	45	2	47	277	25	302	38.32%	8.28%	16.25%	11
Ward 7 Subtotal		**20,106**	**625**	**58**	**683**	**8,089**	**1,166**	**9,255**	**44.52%**	**12.60%**	**7.73%**	**387**

City of Minneapolis Statistics

General Elections November 7, 2017

Ward	Precinct	Registered Voters at 7am	Voters Registering at Polls	Voters Registering by Absentee	Total Registrations	Ballots Cast at Polling Place	Absentee Voters	Total Ballots Cast	Total Turnout	Percentage Absentee	% Registered to Total (Election Day)	Spoiled Ballots
8	1	1,326	53	13	66	395	54	449	32.26%	12.03%	13.42%	34
8	2	2,666	124	3	127	1,098	64	1,162	41.60%	5.51%	11.29%	42
8	3	1,507	55	5	60	504	35	539	34.40%	6.49%	10.91%	28
8	4	1,554	44	4	48	680	35	715	44.63%	4.90%	6.47%	34
8	5	2,427	38	1	39	1,082	55	1,137	46.11%	4.84%	3.51%	41
8	6	2,382	80	4	84	1,215	62	1,277	51.78%	4.86%	6.58%	41
8	7	2,889	69	3	72	1,522	119	1,641	55.42%	7.25%	4.53%	50
8	8	2,756	85	2	87	1,287	68	1,355	47.66%	5.02%	6.60%	53
Ward 8 Subtotal		**17,507**	**548**	**35**	**583**	**7,783**	**492**	**8,275**	**45.74%**	**5.95%**	**7.04%**	**323**
9	1	1,275	41	6	47	444	63	507	38.35%	12.43%	9.23%	21
9	2	2,488	114	15	129	1,225	135	1,360	51.97%	9.93%	9.31%	62
9	3	1,852	55	43	98	497	173	670	34.36%	25.82%	11.07%	49
9	4	1,413	61	34	95	363	141	504	33.42%	27.98%	16.80%	42
9	5	597	30	7	37	230	37	267	42.11%	13.86%	13.04%	3
9	6	2,242	83	37	120	1,024	122	1,146	48.52%	10.65%	8.11%	59
9	7	1,244	39	3	42	614	44	658	51.17%	6.69%	6.35%	21
9	8	227	7	-	7	61	18	79	33.76%	22.78%	11.48%	4
9	9	1,143	43	12	55	396	63	459	38.31%	13.73%	10.86%	17
Ward 9 Subtotal		**12,481**	**473**	**157**	**630**	**4,854**	**796**	**5,650**	**43.09%**	**14.09%**	**9.74%**	**278**
10	1	2,057	135	3	138	861	57	918	41.82%	6.21%	15.68%	39
10	2	3,247	154	12	166	915	82	997	29.21%	8.22%	16.83%	21
10	3A	1,726	57	4	61	767	59	826	46.22%	7.14%	7.43%	24
10	4	1,790	88	6	94	712	50	762	40.45%	6.56%	12.36%	18
10	5A	1,473	45	6	51	702	68	770	50.52%	8.83%	6.41%	30
10	6	2,249	93	5	98	942	47	989	42.14%	4.75%	9.87%	34
10	7	1,699	125	5	130	600	60	660	36.09%	9.09%	20.83%	21
10	8	1,376	77	4	81	523	40	563	38.64%	7.10%	14.72%	9
10	9	2,387	138	9	147	726	73	799	31.53%	9.14%	19.01%	39
10	10	1,877	90	5	95	587	40	627	31.80%	6.38%	15.33%	26
Ward 10 Subtotal		**19,881**	**1,002**	**59**	**1,061**	**7,335**	**576**	**7,911**	**37.78%**	**7.28%**	**13.66%**	**261**
11	1	1,655	33	-	33	903	48	951	56.34%	5.05%	3.65%	27
11	2	2,293	41	18	59	1,011	136	1,147	48.77%	11.86%	4.06%	52
11	3	2,165	36	2	38	670	38	708	32.14%	5.37%	5.37%	41
11	4	2,655	59	5	64	1,429	87	1,516	55.76%	5.74%	4.13%	61
11	5	1,457	9	-	9	736	40	776	52.93%	5.15%	1.22%	22
11	6	2,388	43	1	44	1,234	58	1,292	53.13%	4.49%	3.48%	40
11	7	2,263	28	1	29	1,068	48	1,116	48.69%	4.30%	2.62%	30
11	8	2,120	48	-	48	874	44	918	42.34%	4.79%	5.49%	26
11	9	1,296	7	-	7	372	20	392	30.08%	5.10%	1.88%	21
11	10	1,613	28	-	28	727	49	776	47.29%	6.31%	3.85%	31
Ward 11 Subtotal		**19,905**	**332**	**27**	**359**	**9,024**	**568**	**9,592**	**47.34%**	**5.92%**	**3.68%**	**351**

City of Minneapolis Statistics

General Elections November 7, 2017

Ward	Precinct	Registered Voters at 7am	Voters Registering at Polls	Voters Registering by Absentee	Total Registrations	Ballots Cast at Polling Place	Absentee Voters	Total Ballots Cast	Total Turnout	Percentage Absentee	% Registered to Total (Election Day)	Spoiled Ballots
12	1	2,485	72	6	78	1,218	61	1,279	49.90%	4.77%	5.91%	48
12	2	2,305	42	-	42	1,101	52	1,153	49.13%	4.51%	3.81%	37
12	3	2,760	52	3	55	1,270	56	1,326	47.10%	4.22%	4.09%	69
12	4	1,264	25	-	25	626	30	656	50.89%	4.57%	3.99%	19
12	5	1,675	37	2	39	872	68	940	54.84%	7.23%	4.24%	28
12	6	1,502	28	-	28	674	43	717	46.86%	6.00%	4.15%	26
12	7	159	2	6	8	16	25	41	24.55%	60.98%	12.50%	2
12	8	1,126	36	2	38	554	27	581	49.91%	4.65%	6.50%	25
12	9	1,712	33	-	33	759	46	805	46.13%	5.71%	4.35%	29
12	10	1,964	44	-	44	702	29	731	36.40%	3.97%	6.27%	32
12	11	1,561	27	2	29	604	39	643	40.44%	6.07%	4.47%	28
12	12	2,563	62	17	79	1,123	142	1,265	47.88%	11.23%	5.52%	55
12	13	1,138	23	-	23	546	21	567	48.84%	3.70%	4.21%	21
Ward 12 Subtotal		**22,214**	**483**	**38**	**521**	**10,065**	**639**	**10,704**	**47.08%**	**5.97%**	**4.80%**	**419**
13	1	2,122	56	1	57	639	53	692	31.76%	7.66%	8.76%	31
13	2	1,212	32	-	32	606	32	638	51.29%	5.02%	5.28%	25
13	3	1,606	21	3	24	804	59	863	52.94%	6.84%	2.61%	35
13	4	1,691	38	1	39	779	29	808	46.71%	3.59%	4.88%	32
13	5	1,548	9	1	10	800	50	850	54.56%	5.88%	1.13%	38
13	6	1,977	34	1	35	1,068	104	1,172	58.25%	8.87%	3.18%	51
13	7	2,727	35	-	35	1,393	76	1,469	53.19%	5.17%	2.51%	41
13	8	2,024	20	-	20	968	52	1,020	49.90%	5.10%	2.07%	51
13	9	2,673	45	-	45	1,124	74	1,198	44.08%	6.18%	4.00%	55
13	10	1,064	26	2	28	550	44	594	54.40%	7.41%	4.73%	23
13	11	1,714	35	2	37	846	47	893	51.00%	5.26%	4.14%	37
13	12	1,045	18	1	19	562	29	591	55.55%	4.91%	3.20%	30
13	13	1,640	25	3	28	889	65	954	57.19%	6.81%	2.81%	35
Ward 13 Subtotal		**23,043**	**394**	**15**	**409**	**11,028**	**714**	**11,742**	**50.07%**	**6.08%**	**3.57%**	**484**

2017 General Election

Total Voter Turnout

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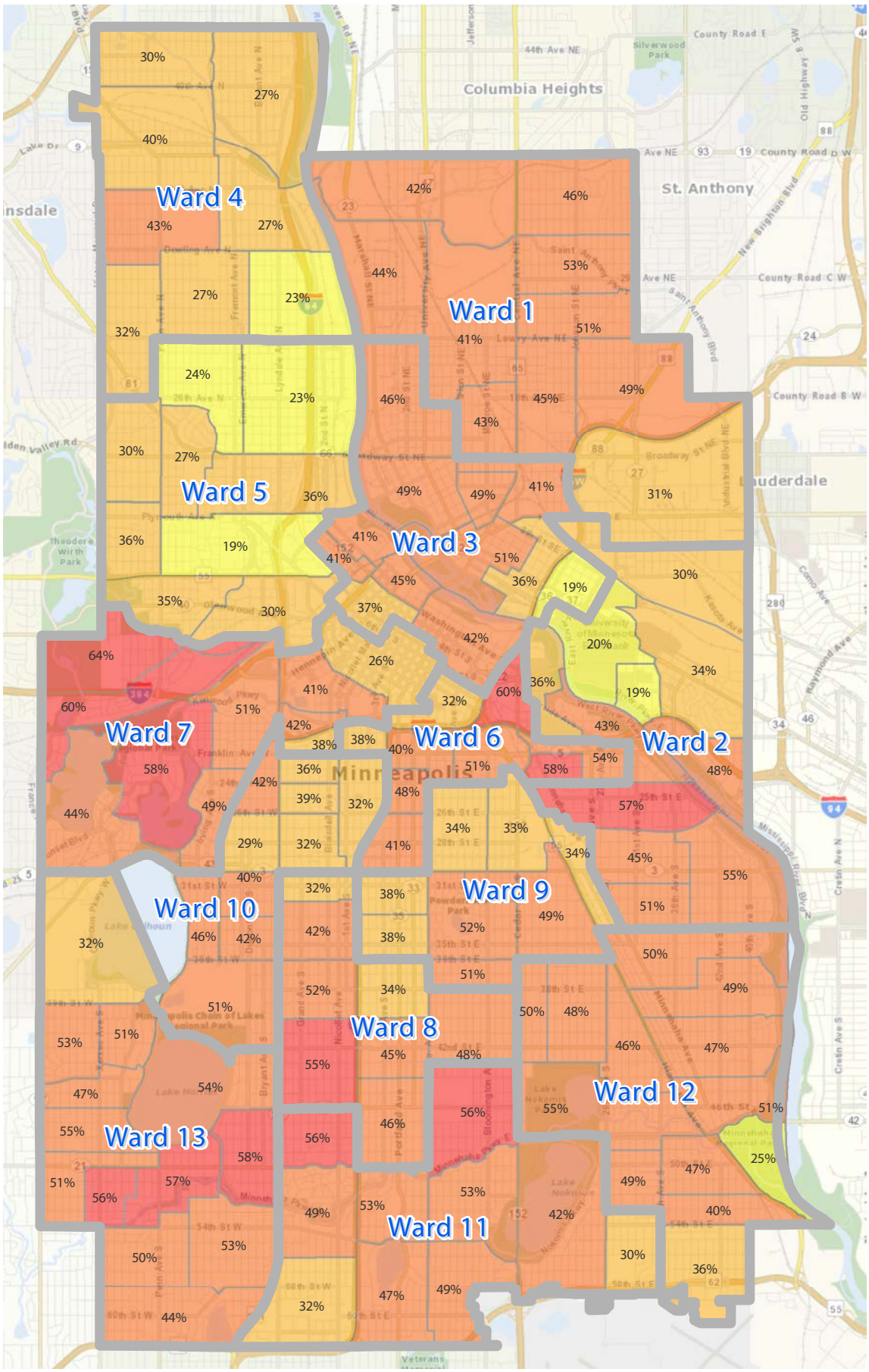

% by Precinct

- 18-25%
- 25-40%
- 40-55%
- 55-65%

2017 General Election

Percent Voting on Election Day

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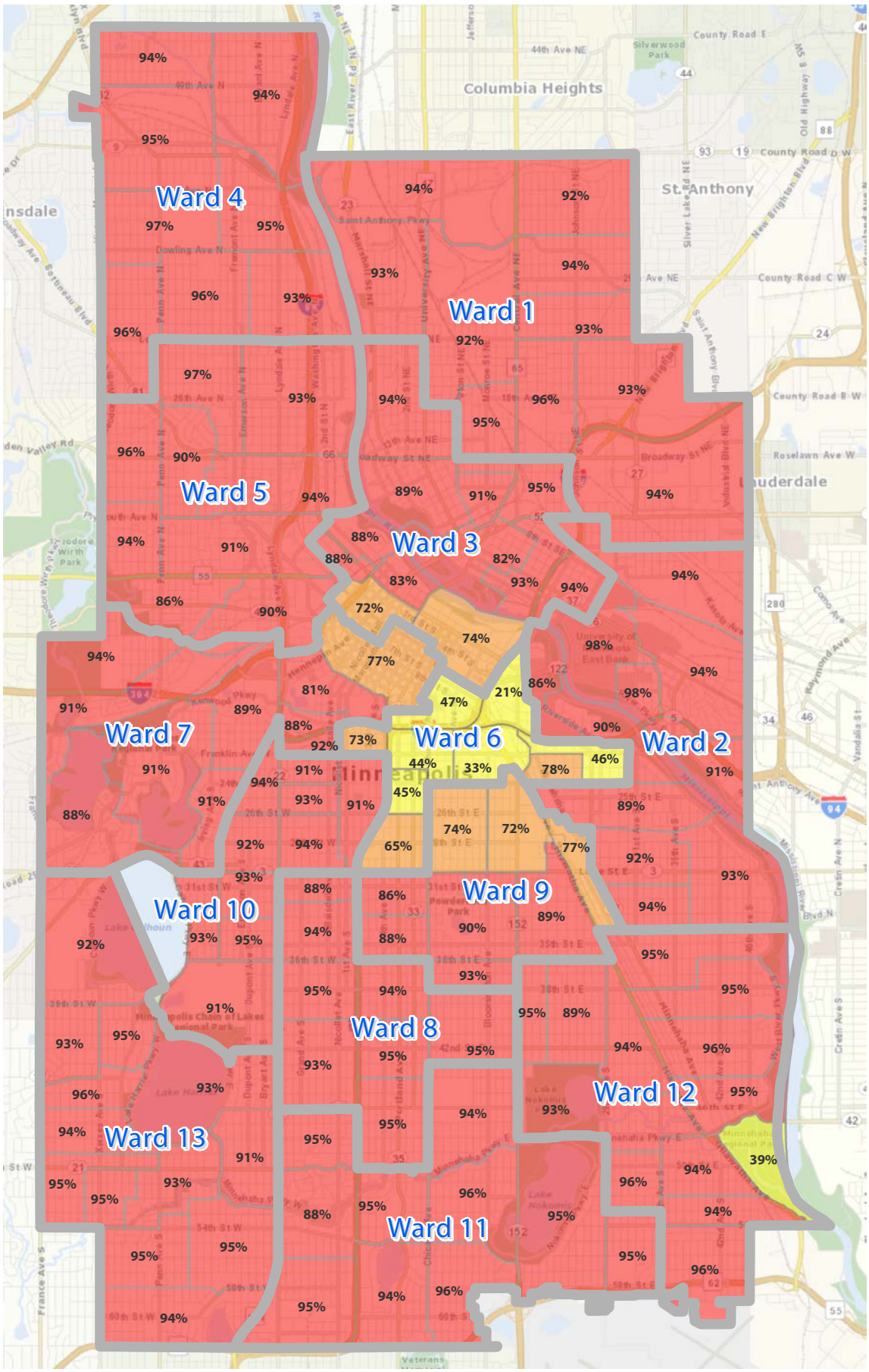

% by Precinct

- 20% - 50%
- 51% - 80 %
- 81% - 99%

2017 General Election

Percent Voting by Absentee Ballot

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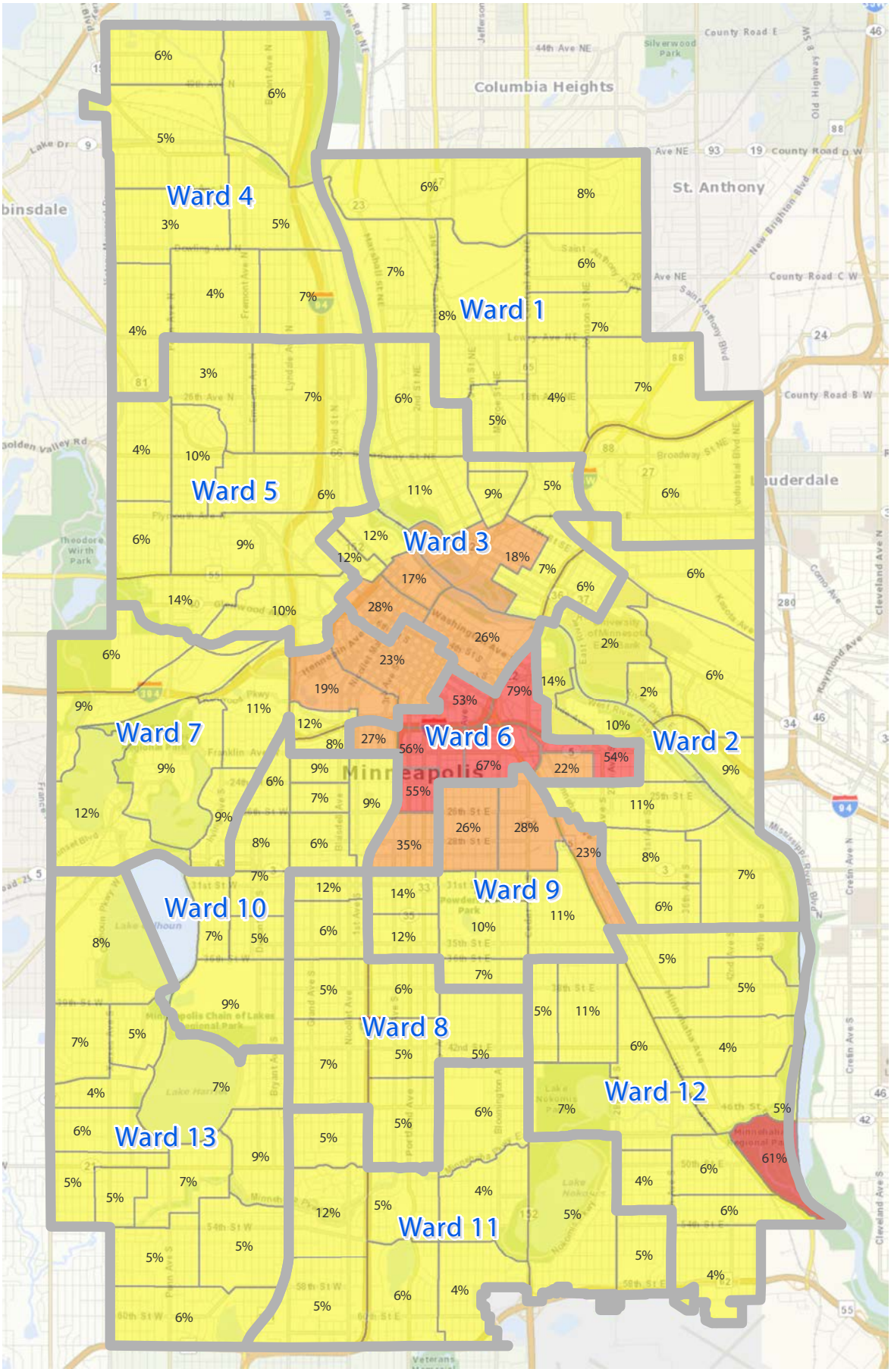


% by Precinct

- 0% - 15%
- 16% - 35%
- 36% - 80%

Survey Overview

The Morris Leatherman Company, is pleased to present the results of this study to the City of Minneapolis. This section provides a brief introduction to the specifications of the survey and a guide to the organization of the written analysis.

While the most statistically sound procedures have been used to collect and analyze the information presented herein, it must always be kept in mind that surveys are not predictions. They are designed to measure public opinion within identifiable limits of accuracy at *specific points in time*. This survey is in no way a prediction of opinions, perceptions, or actions at any future point in time. After all, in public policy analysis, the major task is to impact these revealed opinions in a constructive fashion.

The Principal Investigator for this study was Dr. William D. Morris; the Project Director overseeing all phases of the research and analysis was Mr. Peter Leatherman.

Research Design

This study contains the results of a telephone survey of 800 randomly selected voters in the 2017 Municipal election in the City of Minneapolis and a 500 randomly selected non-voters in the 2017 Municipal election in the City of Minneapolis. Survey responses were gathered by professional interviewers across the community between November 28th and December 15th, 2017.

The average interview took fifteen minutes.

All respondents interviewed in this study were part of a randomly generated sample of the City of Minneapolis. The random sample of 800 voters yields results projectable to the respective universe within ± 3.5 percent in 95 out of 100 cases, while the random sample of 500 non-voters yields results projectable to the respective universe within +/-4.5 in 95 out of 100 cases.

Interviews were conducted by **Morris Leatherman Company** trained personnel from telephone banks in St. Paul, Minnesota. Approximately twenty percent of all interviews were independently validated for procedure and content by a Morris Leatherman Company supervisor. Completed interviews were edited and coded at the company's headquarters in Minneapolis, Minnesota. Statistical analysis and cross-tabulations were produced by the company's CfMC Mentor Analysis System and SPSS 24.0 FOR WINDOWS.

Organization of the Study

The results of this study are presented in the following order:

The ***Analysis*** consists of a written report of the major findings. The results contained herein were also presented verbally to the client.

The ***Questionnaire*** reproduces the survey instrument as it was used in the interviewing process. This section also includes a response frequency distribution for each question.

Any further questions the reader may have about this study which are not answered in this report should be directed to either Dr. Morris or Mr. Leatherman.

TABLE OF CONTENTS

Analysis

Chapter One: Residential Demographics

Residential Demographics

Respondents in the City of Minneapolis were asked a series of questions about their demographic backgrounds. These questions were asked to track any differences between subgroups and the rest of the population. Throughout the course of this study, subgroup differences will be discussed.

Age of Respondent

Respondents were asked:

What age group are you a member of?

The median age of a 2017 voter is 46.2 years old; the median age of a 2017 non-voter is 41.3 years old:

	VOTER	NON-VOTER
18-24	5%	11%
25-34	13%	20%
35-44	26%	26%
45-54	27%	19%
55-64	16%	13%
65 AND OVER	13%	12%

It is noteworthy only 18% of the voters report ages of 34 years old and younger, while 31% of the non-voters report ages in that same range.

Educational Level

Respondents were next queried:

What is the last grade of formal education you completed?

They typical 2017 voter is a college-graduate; the typical non-voter has some college experience, albeit short of graduation:

	VOTER	NON-VOTER
HIGH SCHOOL OR LESS	1%	4%
HIGH SCHOOL GRADUATE	17%	29%

VO-TECH/TECH COLLEGE	15%	14%
SOME COLLEGE	19%	19%
COLLEGE GRADUATE	38%	25%
POST GRADUATE	10%	5%
REFUSED	1%	2%

While 18% of the 2017 voters possess a high school education or less, 33% of the non-voters report the same education level. Similarly, 48% of the 2017 voters have college educations, while 30% of the non-voters report the same educational experience.

Ethnicity

Minneapolis residents were queried:

> ***Which of the following categories represents your ethnicity – Caucasian, African-American, Hispanic-Latino, Asian-Pacific Islander, American Indian, or something else? What would that be?***

Fifty-seven percent of the 2017 voters self-report as "Caucasian," while 43% of the 2013 non-voters identify the same way:

	VOTER	NON-VOTER
AFRICAN	1%	2%
AFRICAN-AMERICAN	21%	25%
AMERICAN-INDIAN	3%	6%
ASIAN	2%	3%
ASIAN-AMERICAN	2%	4%
HISPANIC-LATINO	5%	7%
PACIFIC-ISLANDER	2%	1%
CAUCASIAN	57%	43%
MIXED/BI-RACIAL	7%	9%
DON'T KNOW	0%	0%
REFUSED	1%	0%

African or African-Americans are 22% of the 2017 electorate; they compose 27% of the non-voters. Hispanic-Latino and Asian-Pacific Islander ethnic groups show roughly the same proportion.

Telephone Service

Respondents were asked:

Is your household telephone service by land line only, cell phone only, or both land line or cell phone?

A majority of 2017 voters use both types of telephone service; while a plurality of non-voters indicate being a cell phone only household.

	VOTER	NON-VOTER
LAND LINE ONLY	15%	16%
CELL PHONE ONLY	32%	44%
BOTH LAND/CELL	52%	40%
DON'T KNOW/REFUSED	0%	1%

Zip Code

Interviewees were next asked:

What is your zipcode?

Both 2017 voters and non-voters reflect the pattern of turnout across the community:

	VOTER	NON-VOTER
55401	2%	2%
55402	1%	1%
55403	3%	3%
55404	4%	4%
55405	3%	3%
55406	12%	10%
55407	11%	9%
55408	3%	6%
55409	3%	3%
55410	5%	7%
55411	4%	3%
55412	7%	4%
55413	3%	3%
55414	4%	3%
55415	1%	3%
55416	3%	4%
55417	11%	12%
55418	7%	7%
55419	8%	9%
55430	3%	1%
55454	3%	1%
55455	2%	1%

Income

Respondents were asked:

> ***Would you please tell me the range which best represents the total yearly income, before taxes, of all immediate family living in your household?***

The median pre-tax yearly household income for 2017 voters is $41,000.00; the median for 2017 non-voters is $30,900.00:

	VOTER	NON-VOTER
UNDER $15,000.	3%	7%
$15,000 TO $25,000.	12%	25%
$25,001 TO $35,000.	21%	27%
$35,001 TO $50,000.	30%	21%
$50,001 TO $75,000.	22%	13%
$75,001 TO $100,000.	4%	2%
OVER $100,000..	3%	1%
DON'T KNOW.	2%	2%
REFUSED.	4%	3%

Households reporting yearly incomes under $35,000.00 are 36% of the 2017 voters group and 59% of the non-voters group. Similarly, households posting incomes over $50,000.00 are 29% of the 2017 voters group and 16% of the non-voters group.

Gender

The gender of each respondent was noted:

	VOTER	NON-VOTER
MALE.	47%	52%
FEMALE.	53%	48%

There was no significant gender difference between the two groups.

Summary and Conclusions

2017 Minneapolis municipal election voters were more often than non-voters older, have more formal education, more often Caucasian, and members of higher income households.

Chapter Two: Voters

Voters

Identified 2017 Minneapolis voters were asked a series of questions about the ranked choice voter system. In general, knowledge about the system, confidence in the system and eases of voting were highly rated.

In Person or Absentee

Respondents were asked:

Did you vote in person or absentee?

Eighty-nine percent report voting in person:

	2013	2017
IN-PERSON	92%	89%
ABSENTEE	8%	11%
DON'T KNOW	0%	0%
REFUSED	0%	0%

Eleven percent report submitting absentee ballots.

"In-person" was indicated more often by:

- Forty-five to fifty-four year olds
- African-Americans
- $25,000 to $35,000 annual income households

"Absentee" is cited more often by:

- Hispanic-Latinos
- Residents in the Northwest area of the city
- Over $75,000 annual income households

Know Before about RCV

2017 Minneapolis voters were queried:

Before you voted, did you know you would be asked to rank your vote choices?

Seventy-nine percent knew before they voted they would be asked to rank choices, down a statistically significant 13% from 2013:

	2013	2017
YES	92%	79%
NO	8%	21%
DON'T KNOW	0%	0%
REFUSED	0%	0%

Twenty-one percent report they were unaware, almost tripe the 2013 level.

Knowledge was higher among:

- Over sixty-four year olds
- Caucasians
- College graduates

It was lower among:

- Eighteen to thirty-four year olds
- African-Americans
- Residents with some college experience
- $25,000 to $35,000 annual income households

Information Sources about RCV

Respondent were asked a general question:

How did you learn about ranked choice voting?

A list of eight potential sources was then read:

Newspapers?

Fifty-three percent learned about RCV through the newspapers:

	2013	2017
YES	74%	53%
NO	26%	47%
DON'T KNOW/REFUSED	0%	0%

Newspapers as a source of information dropped 21% between the two studies.

"Yes" is posted at a higher rate by:

- Caucasians
- College graduates
- Residents in the Southeast area of the city

"No" is stated most frequently by:

- Eighteen to thirty-four year olds
- African-Americans
- Hispanic-Latinos
- High school graduates or less
- Residents in the Northeast and West Central areas of the city

Minneapolis website?

Forty-five percent learned from the City of Minneapolis website:

	2013	2017
YES	24%	45%
NO	76%	55%
DON'T KNOW/REFUSED	0%	0%

The impact of the city's website increased by 21%, nearly double, in four years.

"Yes" is posted at a higher rate by:

- Thirty-five to forty-four year olds
- Hispanic-Latinos
- College graduates
- $50,000 to $75,000 annual income households

"No" is stated most frequently by:

- Over fifty-four year olds
- American Indians or Multi-Racial residents
- Residents with some college experience
- Under $25,000 annual income households

Mailed brochure?

Seventy-nine percent learned about ranked choice voting from a mailed brochure, an increase of 14% over the 2013 level:

	2013	2017
YES	65%	79%
NO	35%	20%
DON'T KNOW/REFUSED	0%	1%

"Yes" is posted at a higher rate by:

- College graduates

"No" is stated most frequently by:

- High school graduates or less
- Over $75,000 annual income households

Neighbor, friend or relative?

Sixty-five percent, a 22% increase since the last municipal election, obtained information from a neighbor, friend or relative:

	2013	2017
YES	43%	65%
NO	57%	35%
DON'T KNOW/REFUSED	0%	0%

"Yes" is posted at a higher rate by:

- Hispanic-Latinos
- Residents in the Northwest area of the city
- Under $25,000 annual income households

"No" is stated most frequently by:

- Asian-Pacific Islanders
- Over $75,000 annual income households

Television news?

Fifty-six percent, a drop of 13% compared to the 2013 election, learned about ranked choice voting from television news:

	2013	2017
YES	69%	56%
NO	31%	44%
DON'T KNOW/REFUSED	0%	0%

"Yes" is posted at a higher rate by:

- Fifty-five to sixty-four year olds

Radio news?

Twenty-five percent learned about it from radio news:

	2013	2017
YES	28%	25%
NO	72%	75%
DON'T KNOW/REFUSED	0%	0%

"Yes" is posted at a higher rate by:

- Caucasians
- College graduates
- $25,000 to $35,000 annual income households

"No" is stated most frequently by:

- African-Americans
- High school graduates or less

Door to door?

Twenty-one percent, almost double the 2013 level, learned about ranked choice voting from door-to-door interpersonal efforts:

	2013	2017
YES	12%	21%
NO	88%	79%
DON'T KNOW/REFUSED	0%	0%

"Yes" is posted at a higher rate by:

- Over sixty-four year olds

"No" is stated most frequently by:

- Residents with some college experience
- Over $75,000 annual income households

Something else?

Only one percent reported learning about it from another source:

	2013	2017
YES	8%	1%
NO	92%	99%
DON'T KNOW/REFUSED	0%	0%

There are no statistically significant sub-group differences.

Level of Understanding

Respondents were asked:

Prior to voting, would you say your level of understanding of how ranked choice voting functions was perfectly well, fairly well, not entirely understood or not at all understood?

Eighty-one percent again, either knew how ranked choice voting functioned "perfectly well" or "fairly well:"

	2013	2017
PERFECTLY WELL	44%	35%
FAIRLY WELL	37%	46%
NOT ENTIRELY	13%	12%
NOT AT ALL	6%	6%
DON'T KNOW	0%	0%
REFUSED	0%	0%

Eighteen percent rated their knowledge lower.

"Perfectly well" is stated more often by:

- American Indians or Multi-Racial residents

"Fairly well" is cited more frequently by:

- African-Americans
- Residents in the Southeast area of the city

"Not entirely" is posted most often by:

- Caucasians

- Residents with some college experience
- Over $75,000 annual income households

Helpfulness of Election Judges

Respondents were asked:

> ***In your personal opinion, did you find the election judges explanation of ranked choice voting very helpful, somewhat helpful, not very helpful or not at all helpful when you cast your ballot?***

Eighty-six percent, a six percent increase over the 2013 election, found the explanation of ranked choice voting by election judges either "very helpful" or "somewhat helpful:"

	2013	2017
VERY HELPFUL.	42%	44%
SOMEWHAT HELPFUL.	38%	42%
NOT VERY HELPFUL.	8%	8%
NOT AT ALL HELPFUL.	3%	4%
DON'T KNOW.	8%	3%
REFUSED.	0%	0%

Only 12% were more critical in their evaluations.

"Very helpful" is cited at a higher rate by:

- Forty-five to fifty-four year olds
- American Indians or Multi-Racial residents
- College graduates

"Somewhat helpful" is mentioned more often by:

- Eighteen to forty-four year olds
- Residents with some college experience

Actually Rank Candidates

2017 Minneapolis election voters were asked:

> ***Did you actually rank any candidates after your first choice or did you only vote for your first choice?***

Seventy-nine percent report they “ranked some candidates after their first choice:”

	2013	2017
RANKED SOME	82%	79%
FIRST CHOICE ONLY	18%	21%
DON’T KNOW	0%	0%
REFUSED	0%	0%

Twenty-one percent ranked “only a first choice.”

“Ranked some” is stated most often by:

- Thirty-five to forty-four year olds
- African-Americans
- College graduates
- Residents in the Southwest area of the city

“First choice only” is indicated more frequently by:

- Eighteen to thirty-four year olds
- American Indians or Multi-Racial residents
- High school graduates or less
- Residents in the West Central area of the city

The sub-sample who reported “ranking some choices” were asked a follow-up question:

In your opinion, was it simple or difficult to rank your choices on the ballot?

Ninety-two percent report it was “simple” to rank their choices on the ballot:

	2013	2017
SIMPLE	87%	92%
DIFFICULT	12%	8%
DON’T KNOW	0%	0%
REFUSED	1%	0%

Only 8% report “difficulty.”

“Simple” is stated more often by:

- Women
- $35,000 to $50,000 annual income households

"Difficult" is mentioned more frequently by:

- Over sixty-four year olds
- Men

The sub-sample who ranked "first choice only" were asked a short series of follow-up questions:

Why did you not rank your vote choice?

A list of seven possible factors was then read:

I didn't know enough about the other candidates?

Sixty-seven percent, up six percent, report their lack of knowledge about other candidates is a factor:

	2013	2017
YES	61%	67%
NO	39%	33%
DON'T KNOW/REFUSED	0%	0%

"Yes" is posted at a higher rate by:

- Thirty-five to forty-four year olds

"No" is stated most frequently by:

- Forty-five to fifty-four year olds
- Over $75,000 annual income households

None of the other candidates were acceptable?

Forty-four percent, an eight percent increase over the 2013 election, found none of the other candidates acceptable:

	2013	2017
YES	36%	44%
NO	63%	56%
DON'T KNOW/REFUSED	1%	0%

"Yes" is posted at a higher rate by:

- Caucasians
- Residents in the Southeast area of the city
- $35,000 to $50,000 annual income households

"No" is stated most frequently by:

- Asian-Pacific Islanders

I will always pick one candidate?

Fifty-six percent, up nine percent compared to the 2013 election, indicate they will always pick just one candidate, regardless of the ability to rank choices:

	2013	2017
YES	47%	56%
NO	53%	43%
DON'T KNOW/REFUSED	0%	1%

"Yes" is posted at a higher rate by:

- Caucasians
- College graduates
- Under $25,000 annual income households

"No" is stated most frequently by:

- Asian-Pacific Islanders
- Residents in the southeast area of the city

I didn't know I could rank candidates?

Fourteen percent, almost identical to the 2013 level, report they did not know they could rank candidates:

	2013	2017
YES	12%	14%
NO	88%	86%
DON'T KNOW/REFUSED	0%	0%

There are no statistically significant sub-group differences.

I didn't understand that part of the ballot?

Thirty-six percent, consistent with the 2013 findings, report difficulty in understanding the ranked choice section of the election ballot:

	2013	2017
YES	35%	36%
NO	65%	64%
DON'T KNOW/REFUSED	0%	0%

"Yes" is posted at a higher rate by:

- High school graduates or less
- Residents in the Southwest area of the city
- Under $35,000 annual income households

"No" is stated most frequently by:

- Residents in the Southeast area of the city

I wanted to give an advantage to my favorite candidate?

Fifty-eight percent, a 20% increase compared to the 2013 election, "bullet balloted" to advantage their favorite candidate:

	2013	2017
YES	38%	58%
NO	58%	43%
DON'T KNOW/REFUSED	4%	0%

"Yes" is posted at a higher rate by:

- Forty-five to fifty-four year olds

"No" is cited more often by:

- High school graduates or less
- Residents in the Southwest area of the city

Some other reason?

Only one percent report another reason for choosing only one candidate:

	2013	2017
YES	9%	1%
NO	92%	99%
DON'T KNOW/REFUSED	0%	0%

There are no statistically significant sub-group differences.

Opinion of RCV

2017 Minneapolis election voters were asked:

> ***What is your opinion of the ranked choice voting system?***
> ***A) I prefer ranked choice voting to traditional voting in a primary or general election;***
> ***B) I prefer the traditional voting system; OR***
> ***C) It doesn't matter to me which system is used?***

Thirty-nine percent, identical to the 2013 level, prefer ranked choice voting; twenty-two percent prefer traditional voting, a drop of 19% over four years; and, 37%, twenty percent higher than the 2013 level, report it makes no difference to them:

	2013	2017
STATEMENT A.	39%	39%
STATEMENT B.	41%	22%
STATEMENT C.	17%	37%
DON'T KNOW.	3%	1%
REFUSED.	0%	0%

"Statement A" is mentioned most frequently by:

- Thirty-five to forty-four year olds
- Fifty-five to sixty-four year olds
- African-Americans
- College graduates
- Over $75,000 annual income households

"Statement B" is posted at a higher rate by:

- Over sixty-four year olds
- Caucasians
- Men

"Statement C" is indicated more often by:

- Eighteen to thirty-four year olds
- Hispanic-Latinos
- Residents with some college experience
- Residents in the Northwest area of the city
- $25,000 to $35,000 annual income households

Delay in Announcing Winners

Minneapolis election voters preferring the traditional primary-general election voting system were reminded:

> ***Automated tabulating equipment is not certified to be used in Minnesota. This meant final results in all races were not known until the day following the election.***

They were then asked:

> ***If there were no such delay in announcing the winners of a ranked choice voting election, would you then change your opinion about ranked choice voting?***

Twenty percent, an increase of 12% over the 2013 level, report a lack of delay would change their opinion about ranked choice voting:

	2013	2017
YES	8%	20%
NO	86%	61%
DON'T KNOW	6%	19%
REFUSED	0%	0%

But, a majority of 61% would be unmoved by the decreased waiting time for results.

Agreement is higher among:

- Hispanic-Latinos
- College graduates

It is lower among:

- Asian-Pacific Islanders

Confidence in Counting of Votes

Minneapolis voters were asked:

> ***Are you very confident, confident, not entirely confident, or not confident at all that votes were counted accurately using ranked choice voting?***

Seventy-six percent, consistent with the 2013 level, are either "very confident" or "confident" all voters were counted accurately using ranked choice voting:

	2013	2017
VERY CONFIDENT	30%	32%
CONFIDENT	47%	44%
NOT ENTIRELY CONFIDENT	15%	18%
NOT CONFIDENT AT ALL	4%	4%
DON'T KNOW	3%	1%
REFUSED	0%	0%

"Very confident" is selected more often by:

- Thirty-five to fifty-four year olds
- American Indians or Multi-Racial residents
- College graduates
- Residents in the Southwest area of the city
- Over $75,000 annual income households

"Confident" is indicated more frequently by:

- Eighteen to thirty-four year olds
- Caucasians

"Not entirely confident" is posted more frequently by:

- Residents with some college experience
- Under $25,000 annual income households

RCV Used in Future

Next, 2017 Minneapolis election voters were queried:

> ***Do you think ranked choice voting should be used in future municipal elections?***

Sixty-six percent, up 13% in four years, think RCV should be used in future municipal elections:

	2013	2017
YES	53%	66%
NO	37%	16%
DON'T KNOW	11%	18%
REFUSED	0%	1%

Sixteen percent think RCV should not be used in future municipal elections, a decrease of 21% during the same time frame, while 18% were uncertain.

"Yes" is posted at a higher rate by:

- Thirty-five to forty-four year olds
- College graduates

"No" is stated most frequently by:

- Over sixty-four year olds
- Asian-Pacific Islanders
- Men

Different Winner

2017 election voters were instructed:

> ***Suppose the outcome of this election had resulted in a different winner than there would have been in a traditional primary and general election.***

They were then asked:

> ***Which of the following best describes your opinion if this happened?***
> ***A) I would prefer the ranked choice voting result because it is more accurate;***
> ***B) I would prefer the traditional primary and general election result, because it is tried and true; OR***
> ***C) I wouldn't care which system were used?***

While 38% would prefer "the ranked choice vote result" in this situation, while 23% opted for "the traditional primary and general election result:"

	2013	2017
STATEMENT A.	37%	38%
STATEMENT B.	41%	23%
STATEMENT C.	19%	38%
DON'T KNOW.	3%	1%
REFUSED.	0%	1%

The greatest changes are the decreased preference for "the traditional primary and general election result," and the doubling of "wouldn't care which system were used."

"Statement A" is cited at a higher rate by:

- Thirty-five to forty-four year olds
- African-Americans
- College graduates
- Over $75,000 annual income households

"Statement B" is posted more often by:

- Over sixty-four year olds
- Asian-Pacific Islanders
- High school graduates or less
- Residents in the East Central area of the city

"Statement C" is mentioned at a higher rate by:

- Eighteen to thirty-four year olds
- Hispanic-Latinos
- Residents with some college experience
- Residents in the Northwest area of the city
- $25,000 to $35,000 annual income households

Voting Behavior

Last years's municipal election were asked to classify themselves:

Would you say you were a regular voter, occasional voter, or you've never voted in past municipal elections?

Sixty-seven percent report they are "regular voters;" but 30%, six times higher than the 2013 level, are "occasional voters."

	2013	2017
REGULAR VOTER.	95%	67%
OCCASIONAL VOTER.	5%	30%
NEVER VOTED.	0%	1%
FIRST TIME COULD VOTE.	0%	2%
DON'T KNOW.	0%	0%
REFUSED.	0%	0%

"Regular voters" tend to be:

- Forty-five to fifty-four year olds
- Over sixty-four year olds
- Caucasians
- College graduates
- $50,000 to $75,000 annual income households

"Occasional voters" are typically:

- Eighteen to forty-four year olds
- Residents with some college experience
- Residents in the Northwest area of the city
- Men
- $25,000 to $35,000 annual income households

Summary and Conclusions

Eleven percent of the 2017 Minneapolis municipal voters did so by absentee ballot; the remainder, did so in person. Only sixty-seven percent classify themselves as "regular voters" in past municipal elections, a drop of 28%. In terms of past voting behavior, this electorate was composed of less frequent voter and sporadic odd-year participants.

Seventy-nine percent reported they knew they would be asked to rank their vote choices. The most effective sources of information about ranked choice voters in 2017 were: mailed brochures, at 79% reach; neighbors, friends and relatives at 65% reach; television news at 56% reach; and, newspapers, at 53% reach.

Eighty-one percent of 2017 municipal voters reported they at least "fairly well" understood how ranked choice voting functions. Eighty-six percent also thought the election judges explanation of ranked choice voting was "helpful."

Seventy-nine percent of municipal voters ranked candidates after their first choice; ninety-two percent of this group found it simple to do so. The principal reasons for ranking only a first choice were: "I didn't know enough about the other candidates," at 67%; "I wanted to give an advantage to my favorite candidate," at 58%; and, "I will always pick one candidate," at 56%. "Strategic voting," choosing only one candidate to provide an advantage, increased by 20% since

the 2013 election. Seventy-six percent of 2017 voters are "confident" about the accuracy of the vote count using ranked choice voting.

Voters again split on their preferred voting system – 39% prefer the ranked choice voting system, while 22% prefer the traditional voting system, a drop of 19% in four years. But, thirty-seven percent are indifferent between the two voting systems reflecting an increase of 20%. The absence of a delay in announcing election results has a minor impact on voters preferring the traditional voting system: twenty percent would change their opinion. Voters also split in their reaction to an outcome in which the RCV election results in a different winner than there would have been in a traditional primary and general election – 38% prefer the ranked choice voting result because it is more accurate, and 23% prefer the traditional primary and general election simply because it is tried and true, and 38% remain indifferent.

In weighing the costs and benefits, a 66% majority, up 13% in four years, thinks ranked choice voting should be used in future municipal elections, while only 16% disagree, and 18% are unsure.

Chapter Three: Non-Voters

Non-Voters

Non-voters in the 2017 Minneapolis municipal elections were asked a series of questions. First, their reason for not voting was ascertained, followed by a an examination of their knowledge of the ranked choice voting system. In the four years since the last study, non-voters' antipathy toward the new election system has significantly abated. Instead, these non-voters are most indifferent to the election system used, but much more unlikely to vote in municipal election regardless.

Reason for Not Voting

Non-voters were initially asked:

> ***Why did you not vote in this year's municipal election, was it because you:***
> ***A) just didn't have time;***
> ***B) forgot about the election;***
> ***C) don't care for the ranked choice method of voting;***
> ***OR***
> ***D) don't care much about voting in municipal elections?***

Thirty-three percent "don't care much about voting in municipal elections;" while 29% "didn't have time:"

	2013	2017
STATEMENT A.	33%	29%
STATEMENT B.	11%	21%
STATEMENT C.	12%	13%
STATEMENT D.	28%	33%
ELSE	16%	3%
DON'T KNOW.	0%	0%
REFUSED.	0%	0%

But, 21%, almost double the 2013 level, report they "forgot about the election."

Only 13%, consistent with the 2013 finding, specified they "didn't care much for the ranked choice method of voting."

"Statement C" is stated more often by:

- Over fifty-four year olds
- Caucasians

"Statement D" is selected most often by:

- Eighteen to thirty-four year olds
- High school graduates or less
- Men

Know about Use of RCV

Non-voters were next asked:

Did you know this election would use the ranked choice method of voting?

Forty-four percent, down 19% compared to the 2013 study, report awareness:

	2013	2017
YES	63%	44%
NO	37%	55%
DON'T KNOW	0%	1%
REFUSED	0%	0%

Fifty-five percent, an increase of 18%, were unaware.

Knowledge increases among:

- Forty-five to fifty-four year olds
- Caucasians
- College graduates
- Over $50,000 annual income households

It decreases among:

- Eighteen to thirty-four year olds
- African-Americans
- High school graduates or less
- Under $25,000 annual income households

Information Sources about RCV

2017 non-voters were asked:

How did you learn about ranked choice voting?

A list of eight potential sources were then read:

Newspapers?

Fifty-three percent, down 19% from the result four years ago, report learning about ranked choice voting:

	2013	2017
YES	72%	53%
NO	28%	46%
DON'T KNOW/REFUSED	0%	0%

"Yes" is posted at a higher rate by:

- Fifty-five to sixty-four year olds

"No" is stated most frequently by:

- Eighteen to thirty-four year olds

Minneapolis website?

Thirty percent, nearly triple the 2013 level, learned about RCV from the Minneapolis website:

	2013	2017
YES	11%	30%
NO	89%	70%
DON'T KNOW/REFUSED	0%	0%

"Yes" is posted at a higher rate by:

- Forty-five to fifty-four year olds
- College graduates

"No" is stated most frequently by:

- Eighteen to thirty-four year olds
- High school graduates or less
- Residents with some college experience
- Under $25,000 annual income households

Mailed brochure?

Eighty-one percent, up 17% from the 2013 result, read about ranked choice voting in mailed brochures:

	2013	2017
YES	64%	81%
NO	36%	18%
DON'T KNOW/REFUSED	0%	1%

"No" is posted at a higher rate by:

- Over $75,000 annual income households

Neighbor, friend or relative?

Sixty-five percent, showing an increase of 20%, learned about rank choice voting in discussions with neighbors, friends or relatives:

	2013	2017
YES	45%	65%
NO	55%	35%
DON'T KNOW/REFUSED	0%	0%

"No" is reported more frequently by:

- High school graduates or less

Television news?

Fifty-nine percent, down six percent since the 2013 survey, report learning about ranked choice voting on television news:

	2013	2017
YES	65%	59%
NO	36%	40%
DON'T KNOW/REFUSED	0%	1%

"No" is cited more often by:

- Residents in the West Central area of the city

Radio news?

Twenty-six percent learned about the new voting system from radio news:

	2013	2017
YES	26%	26%
NO	74%	73%
DON'T KNOW/REFUSED	0%	1%

"Yes" is mentioned most frequently by:

- Residents in the East central area of the city

"No" is posted at a higher rate by:

- Eighteen to thirty-four year olds
- Residents in the Northeast area of the city

Door-to-door?

Thirteen percent were informed about ranked choice voting in door-to-door contacts:

	2013	2017
YES	11%	13%
NO	90%	88%
DON'T KNOW/REFUSED	0%	0%

"Yes" is posted at a higher rate by:

- Over sixty-four year olds
- Hispanic-Latinos
- $35,000 to $50,000 annual income households

"No" is stated most frequently by:

- Under $25,000 annual income households

Something else?

Only five percent learned about RCV from another source:

	2013	2017
YES	5%	5%
NO	95%	95%
DON'T KNOW/REFUSED	0%	0%

There are no statistically significant sub-group differences.

RCV Simple or Difficult

2017 municipal non-voters were asked:

> ***Based on what you know, would you say it would be simple or difficult to rank your choices on the ballot?***

Non-voters divide on the simplicity of the ranked choice voting system: forty-four percent think it is "simple," 28% think it is "difficult," and 27% are unsure:

	2013	2017
SIMPLE	33%	44%
DIFFICULT	37%	28%
DON'T KNOW	29%	27%
REFUSED	1%	0%

Non-voters seeing it as "difficult" dropped nine percent from the 2013 study.

"Simple" is cited most often by:

- Forty-five to fifty-four year olds
- Caucasians
- College graduates
- $50,000 to $75,000 annual income households

Opinion of RCV

Non-voters were queried:

> ***What is your opinion of the ranked choice voting system?***
> ***A) I prefer ranked choice voting to traditional voting in a primary or general election;***
> ***B) I prefer the traditional voting system; OR***
> ***C) It doesn't matter to me which system is used?***

By an almost 4-to-1 margin, non-voters prefer the traditional voting system over ranked choice voting:

	2013	2017
STATEMENT A.	9%	10%
STATEMENT B.	57%	37%
STATEMENT C.	20%	41%
DON'T KNOW.	14%	11%
REFUSED.	1%	0%

A large 41% are indifferent between the two voting systems.

"Statement A" is selected at a higher rate by:

- College graduates

"Statement B" is mentioned most frequently by:

- Over fifty-four year olds
- Caucasians

"Statement C" is cited more frequently by:

- Eighteen to thirty-four year olds
- Residents in the West Central area of the city

Fairness of RCV

Next, 2017 non-voters were queried:

Personally, would you say ranked choice voting is very fair, fair, probably not fair or not at all fair?

Forty-two percent view RCV as "very fair" or "fair," while 30% think it is "probably not fair" or "not at all fair:"

	2013	2017
VERY FAIR.	7%	8%
FAIR	36%	34%
PROBABLY NOT FAIR.	21%	22%
NOT AT ALL FAIR.	7%	8%
DON'T KNOW.	28%	27%
REFUSED.	1%	0%

Twenty-seven percent are unsure.

"Very fair" is indicated most often by:

- Forty-five to fifty-four year olds

"Fair" is posted at a higher rate by:

- Thirty-five to forty-four year olds
- $25,000 to $35,000 annual income households

Confidence in Counting of Votes

2017 Minneapolis election non-voters were asked:

> ***Are you very confident, confident, not entirely confident, or not confident at all that votes were counted accurately using ranked choice voting?***

Thirty-five percent, down seven percent from the 2013 level, are "very confident" or "confident" votes were counted accurately using ranked choice voting; but, 42%, up nine percent, are "not entirely confident" or "not confident at all:"

	2013	2017
VERY CONFIDENT	8%	8%
CONFIDENT	34%	27%
NOT ENTIRELY CONFIDENT	26%	30%
NOT CONFIDENT AT ALL	7%	12%
DON'T KNOW	23%	23%
REFUSED	1%	0%

Twenty-three percent are unsure about the accuracy of the vote count.

"Very confident" is selected most frequently by:

- Forty-five to fifty-four year olds
- College graduates

"Confident" is posted more often by:

- Over $75,000 annual income households

"Not entirely confident" is cited more often by:

- American Indians or Multi-Racial residents
- Residents in the West Central area of the city

RCV Used in Future

Non-voters were queried:

> ***Do you think ranked choice voting should be used in future municipal elections?***

Thirty percent, an increase of 11% from the 2013 result, endorse its future use; while twenty-seven percent, a large decrease of 22%, do not think ranked choice voting should be used in future municipal elections:

	2013	2017
YES	19%	30%
NO	49%	27%
DON'T KNOW	31%	43%
REFUSED	1%	0%

Forty-three percent are uncertain.

"Yes" is stated more often by:

- Forty-five to fifty-four year olds
- College graduates
- Over $75,000 annual income households

"No" is indicated more frequently by:

- Fifty-five to sixty-four year olds
- Caucasians

Next, residents opposed to the future use of ranked choice voting were told:

> ***Automated tabulating equipment is not certified to be used in Minnesota. This meant final results in all races were not known until the Friday following the election.***

They were then asked:

> ***If there were no such delay in announcing the winners of a ranked choice voting election, would you then change your opinion about ranked choice voting?***

Seventy-six percent report delay or not, they would not change their opinion of ranked choice voting:

	2013	2017
YES	9%	6%
NO	85%	76%
DON'T KNOW	7%	18%
REFUSED	0%	0%

Six percent would change their opinion of RCV if there were no delay in announcing the winners. Uncertainty increased by 11% since the 2013 study.

"Yes" is posted more often by:

- African-Americans

"No" is cited most frequently by:

- Caucasians

Future Voting Behavior

Non-voters were queried:

Would you say you are very likely, likely, probably not likely or not at all likely to vote in future Minneapolis municipal election?

Fourteen percent, down nine percent from the 2013 level, report they are "very likely" to vote in future Minneapolis municipal elections:

	2013	2017
VERY LIKELY	23%	14%
LIKELY	35%	28%
PROBABLY NOT LIKELY	20%	27%
NOT AT ALL LIKELY	13%	25%
DON'T KNOW	8%	7%
REFUSED	1%	0%

Another 28%, down seven percent, are "likely" to do so. The combined "probably not likely" and "not at all likely" response is 52%, reflecting a 19% increase since the 2013 study.

"Very likely" is posted more often by:

- Forty-five to fifty-four year olds
- Caucasians
- College graduates
- Over $50,000 annual income households

"Not at all likely" is mentioned more often by:

- Eighteen to thirty-four year olds
- American Indians or Multi-Racial residents
- Residents in the Northwest area of the city
- Under $35,000 annual income households

Summary and Conclusions

Thirty-three percent of 2017 non-voters report they "don't care much about voting in municipal elections" to vote, while 29% just " just didn't have time." Twenty-one percent, nearly double the 2013 level, "forgot about the election," and 13% "don't care for the ranked choice method of voting." Forty-four percent also report they knew this election would use the ranked choice method of voting, a 19% decline from 2013. Four sources of information are most enlightening for non-voters: "mailed brochures," at 81% reach; "neighbors, friends or relatives," at 65% reach; "television news," at 59% reach; and, "newspapers," at 53% reach.

Non-voters are more apt to see rank choice voting as "simple" rather than "difficult." By a 37%-10% margin, non-voters prefer the traditional voting system over ranked choice voting. However, 41% indicated "it doesn't matter to me which system is used," an increase of 21% since 2013. Even so, by a 42%-30% margin, non-voters thought RCV is "fair." However, by a 42%-35% margin, non-voters are "not confident" votes are counted accurately using ranked choice voting.

Non-voters are split about the use of ranked choice voting in future municipal elections by a 30%-27% margin. A large 43% are simply unsure. Few opponents of rank choice voting would change their view even if delays in announcing the winner could be avoided.

Fourteen percent of 2017 non-voters are "very likely" to vote in future Minneapolis municipal election, and 28% are "likely" to do so.

These results translate into two conclusions about 2017 non-voters: first, in comparison to 2013, they are much lower probability municipal election voters in general; and second, resistance to rank choice voting has substantially decreased.

Chapter Four: Voter Guide

Voter Guide

This year, respondents were asked specifically about the voter guide mailed to every household in the City of Minneapolis. While about one third of the sample do no recall receiving the mailing, 80% of residents receiving the publication viewed it as "helpful."

Receipt and Readership

Respondents were told:

> ***The City of Minneapolis mailed a voter guide to every household in the city.***

They were then asked:

> ***Do you recall receiving the voter guide? Did you read it?***

NO	31%
YES/YES	55%
YES/NO	14%
DON'T KNOW/REFUSED	1%

Thirty-one percent "do not recall receiving the voter guide," and fourteen percent "received the voter guide, but did not read it." However, a 55% majority both "received and read the voter guide."

"No" is reported most frequently by:

- 2017 non-voters
- Eighteen to thirty-four year olds
- African-Americans
- High school graduates or less
- Residents in the Southeast area of the city
- Under $25,000 annual income households

"Yes/yes" is cited more often by:

- 2017 voters
- Forty-five to fifty-four year olds
- Caucasians
- College graduates
- $50,000 to $75,000 annual income households

"Yes/no" mentioned more often by:

- 2017 non-voters
- Residents in the Southwest area of the city
- Over $75,000 annual income households

Helpfulness of Voter Guide

Respondents receiving and reading the voter guide were asked a follow-up query:

> ***Did you find the voter guide to be very helpful, somewhat helpful, not too helpful, or not at all helpful***?

Eighty-five percent found it "helpful:"

VERY HELPFUL.	39%
SOMEWHAT HELPFUL.	46%
NOT TOO HELPFUL.	12%
NOT AT ALL HELPFUL.	3%
DON'T KNOW/REFUSED.	1%

Only 15% deemed the voter guide as "unhelpful."

"Very helpful" is reported most frequently by:

- 2017 voters
- Fifty-five to sixty-four year olds
- College graduates

"Somewhat helpful" is indicated more often by:

- Eighteen to thirty-four year olds

"Not too helpful" is posted more often by:

- 2017 non-voters
- Over sixty-four year olds
- Residents with post-secondary experience

Summary and Conclusions

Voters in the 2017 municipal election were much more apt to read the publication and rate it as "helpful" than non-voters.

Seventy percent of voters both received and read the voter guide; only nine percent received it and did not read it. Twenty-one percent of these voters could not recall actually receiving the voter guide. A very solid 90% of voter guide readers label it as "helpful."

Only 30% of 2017 non-voters received and read this city mailing, while 21% received it but did not read the guide. In fact, 48% could not recall receiving the brochure. Even so, 63% of the readers found it "helpful," while 36% disagreed.

The key difference between the two groups, then, lies in the readership rates. Majorities of reader, regardless of voting or not in 2017, found the information helpful.

Chapter Five: Conclusions

Conclusions

- Eleven percent of the 2017 Minneapolis municipal voters did so by absentee ballot; the remainder, did so in person. Only sixty-seven percent classify themselves as "regular voters" in past municipal elections, a drop of 28%. In terms of past voting behavior, this electorate was composed of less frequent voter and sporadic odd-year participants. Seventy-nine percent reported they knew they would be asked to rank their vote choices. The most effective sources of information about ranked choice voters in 2017 were: mailed brochures, at 79% reach; neighbors, friends and relatives at 65% reach; television news at 56% reach; and, newspapers, at 53% reach. Eighty-one percent of 2017 municipal voters reported they at least "fairly well" understood how ranked choice voting functions. Eighty-six percent also thought the election judges explanation of ranked choice voting was "helpful." Seventy-nine percent of municipal voters ranked candidates after their first choice; ninety-two percent of this group found it simple to do so. The principal reasons for ranking only a first choice were: "I didn't know enough about the other candidates," at 67%; "I wanted to give an advantage to my favorite candidate," at 58%; and, "I will always pick one candidate," at 56%. "Strategic voting," choosing only one candidate to provide an advantage, increased by 20% since the 2013 election. Seventy-six percent of 2017 voters are "confident" about the accuracy of the vote count using ranked choice voting. Voters again split on their preferred voting system – 39% prefer the ranked choice voting system, while 22% prefer the traditional voting system, a drop of 19% in four years. But, thirty-seven percent are indifferent between the two voting systems reflecting an increase of 20%. The absence of a delay in announcing election results has a minor impact on voters preferring the traditional voting system: twenty percent would change their opinion. Voters also split in their reaction to an outcome in which the RCV election results in a different winner than there would have been in a traditional primary and general election – 38% prefer the ranked choice voting result because it is more accurate, and 23% prefer the traditional primary and general election simply because it is tried and true, and 38% remain indifferent. In weighing the costs and benefits, a 66% majority, up 13% in four years, thinks ranked choice voting should be used in future municipal elections, while only 16% disagree, and 18% are unsure.

- Thirty-three percent of 2017 non-voters report they "don't care much about voting in municipal elections" to vote, while 29% just " just didn't have time." Twenty-one percent, nearly double the 2013 level, "forgot about the election," and 13% "don't care for the ranked choice method of voting." Forty-four percent also report they knew this election would use the ranked choice method of voting, a 19% decline from 2013. Four sources of information are most enlightening for non-voters: "mailed brochures," at 81% reach; "neighbors, friends or relatives," at 65% reach; "television news," at 59% reach; and, "newspapers," at 53% reach. Non-voters are more apt to see rank choice voting as "simple" rather than "difficult." By a 37%-10% margin, non-voters prefer the traditional voting system over ranked choice voting. However, 41% indicated "it doesn't matter to me which system is used," an increase of 21% since 2013. Even so, by a 42%-30% margin, non-voters thought RCV is "fair." However, by a 42%-35% margin, non-voters are "not confident" votes are counted accurately using ranked choice voting. Non-voters are split about the use of ranked choice voting in future municipal elections by a 30%-

27% margin. A large 43% are simply unsure. Few opponents of rank choice voting would change their view even if delays in announcing the winner could be avoided. Fourteen percent of 2017 non-voters are "very likely" to vote in future Minneapolis municipal election, and 28% are "likely" to do so. These results translate into two conclusions about 2017 non-voters: first, in comparison to 2013, they are much lower probability municipal election voters in general; and second, resistance to rank choice voting has substantially decreased.

- Clearly, perceptions of ranked choice voting remained positive or improved since the 2013 election, and support for a return to the former primary and general election voting system has declined. But a large number of both voters and non-voters remain unsure about which of the two systems is best. As a result, there is still work for proponents of RCV to do: specifically, better explaining the process and merits of the ranked choice voting system to the 30% "transitional residents" – residents who were formerly wedded to the old primary and general election system and now are unsure or have no preference about either approach.

Chapter Six: Election Judges

Election Judges

Minneapolis Election Judges were asked to complete a pen-and-paper survey at their polling places. 1035 election judges completed the survey out of a universe of 1,508 judges, resulting in a response rate of 68.6%.

1. Eighty-six percent rate their training for the ranked choice voting election as either "excellent" or "pretty good;" in fact, 39% called it "excellent." Only eleven percent were more critical in their evaluations.

2. Sixty-nine percent rate voters as either "very knowledgeable" or "knowledgeable" about ranked choice voting before they entered the polling place; twenty-three percent rated voters as "not knowledgeable." Interestingly, thirty-two percent reported voters wanted to engage them in a discussion about the pros and cons of ranked choice voting at the polling place.

3. While 40% think voters needed more time to complete ranked choice voting ballots than traditional ballots, 31% did not think so. The remaining 28% were uncertain. Among judges feeling ranked choice voting required more time, 55% believe it was a result of "first time learning a new way to vote," 65% see it as a consequence of "RCV just seems to take more time," and, 44% see it as a direct result of "the number of candidates on the ballot this year."

4. Eighty-seven percent of the judges report they were "able to do their normal duties as a judge such as registering new voters and checking names to see if the voter is registered, plus answering questions about ranked choice voting." In discussing the type of questions they answered, 39% report they answered more questions "about how to fill out ballots," while 11% answered more "about how votes will be counted," and 25% thought they answered "equal numbers of questions about filling out ballot and how votes counted."

Chapter Seven: Election Candidates

Election Candidates

Minneapolis election candidates were asked to complete a mail-out survey and return it in a self-addressed and stamped envelope. 23 election candidates completed the survey out of a universe of 87 candidates, resulting in a response rate of 26.4%

1. Candidates split on the impact of ranked choice voting on their campaign: 44% saw it as "negatively impacting," 26% say it had a "positively impact," and 26% deem the system as having "little or no impact." Fifty-two percent of candidates feel RCV was a disadvantage to their campaigns; only twenty-six percent see it as an "advantage to my campaign." But, 48% see RCV as an "advantage to my political party," and 39% feel it was a "disadvantage to my political party." Nine percent, though, indicate they were "not affiliated with a political party." Seventy-four percent of the candidates report their campaign strategy changed because of ranked choice voting.

2. Ninety-two percent report confidence that all votes were counted accurately using ranked choice voting. Candidates split 48%-44% in their preference for the traditional voting system to the ranked choice voting system. Similarly, if the ranked choice voting system resulted in a different winner than the traditional primary and general election system, 48% preferred the traditional system outcome, while 44% preferred the ranked choice voting outcome. But, even so, 56% regard RCV as a "fair" method of counting ballots for an election, while 39% disagree.

3. Candidates oppose the use of ranked choice voting in future municipal elections by a 48%-44% margin. Municipal candidates, then, are split on the merits of the current ranked choice voting system.

City of Minneapolis Random Choice Voting

2017 Residential Survey

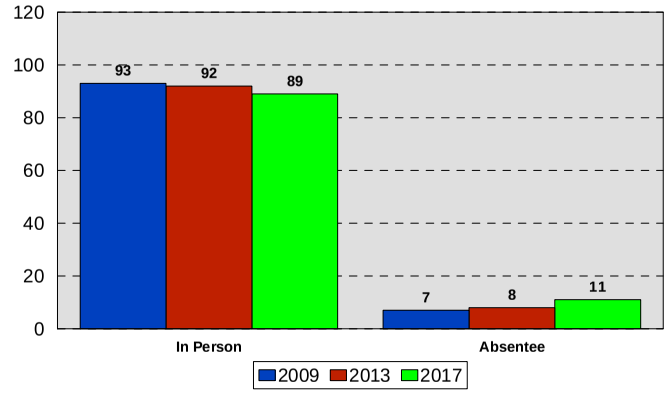
The Morris Leatherman Company

Voters in City of Minneapolis Municipal Elections

The Morris Leatherman Company

Did you vote in person or absentee?

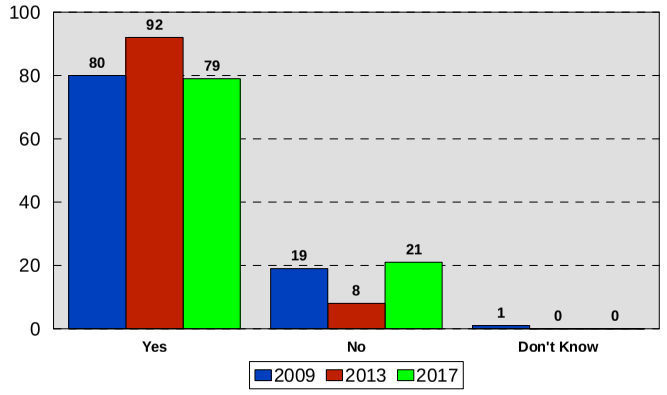
2017 City of Minneapolis



The Morris Leatherman Company

Before you voted, did you know you would be asked to rank your vote choices?

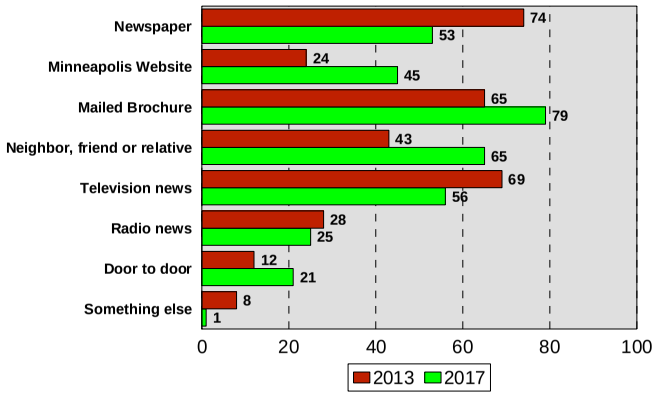
2017 City of Minneapolis



The Morris Leatherman Company

How did you learn about ranked choice voting?

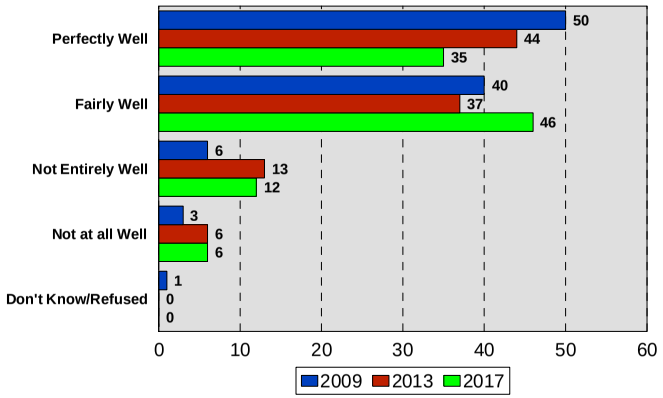
2017 City of Minneapolis



The Morris Leatherman Company

Prior to voting, would you say your level of understanding of how ranked choice voting functions was....?

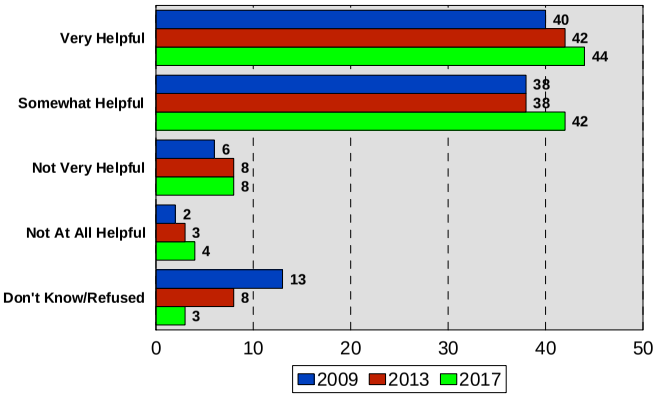
2017 City of Minneapolis



The Morris Leatherman Company

In your personal opinion, did you find the election judges explanation of ranked choice voting....?

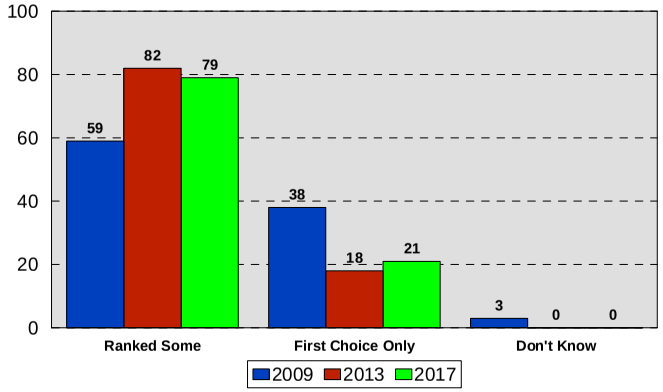
2017 City of Minneapolis



The Morris Leatherman Company

Did you actually rank any candidates after your first choice or did you only vote for your first choice?

2017 City of Minneapolis



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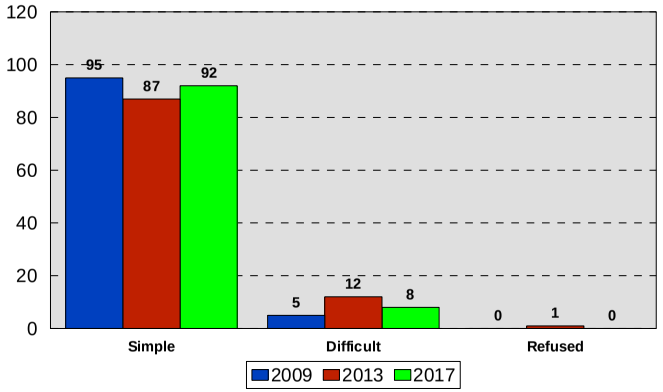
In your opinion, was it simple or difficult to rank your choices on the ballot?

2017 City of Minneapolis



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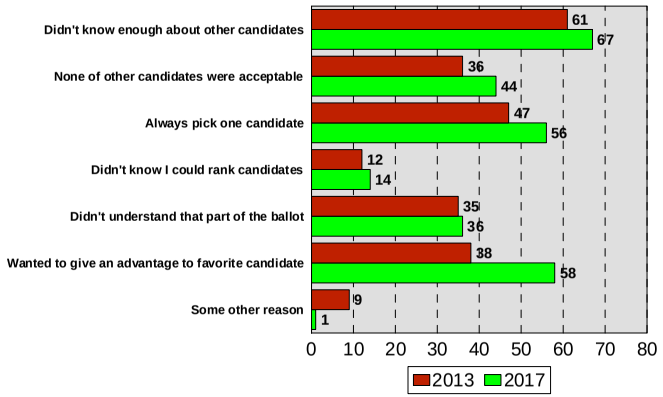
Why did you not rank your vote choice?

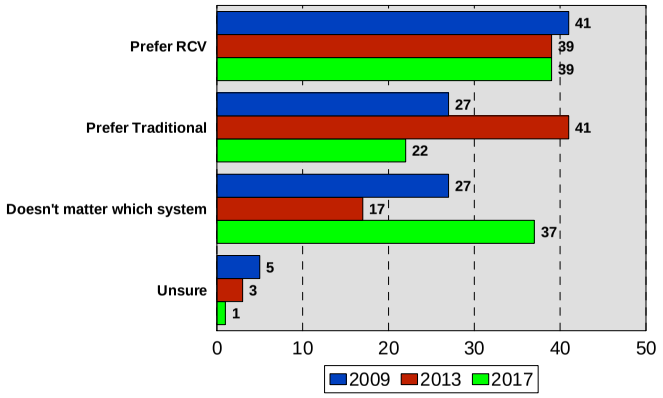
2017 City of Minneapolis



The Morris Leatherman Company

What is your opinion of the ranked choice voting system?

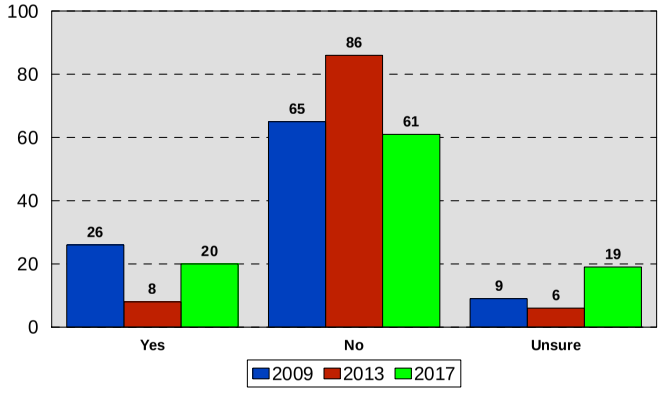
2017 City of Minneapolis



The Morris Leatherman Company

If there were no such delay in announcing the winners of a ranked choice voting election, would you then change your opinion about ranked choice voting?

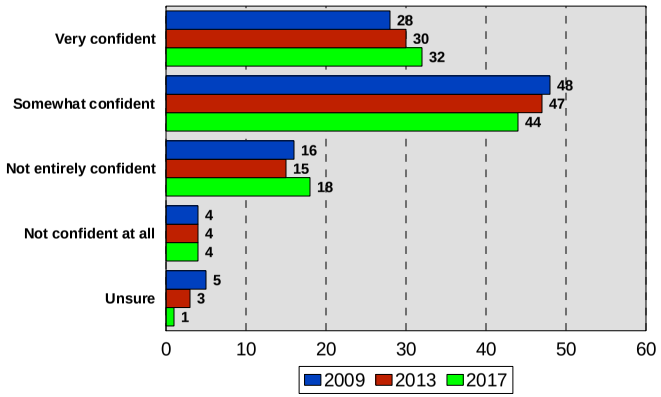
2017 City of Minneapolis



The Morris Leatherman Company

Are you....That votes were counted accurately using ranked choice voting?

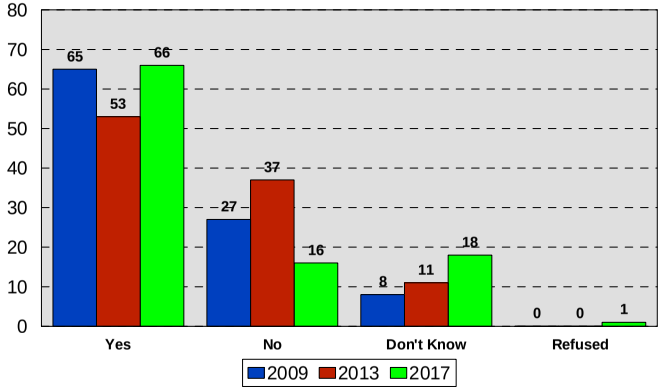
2017 City of Minneapolis



The Morris Leatherman Company

Do you think ranked choice voting should be used in future municipal elections?

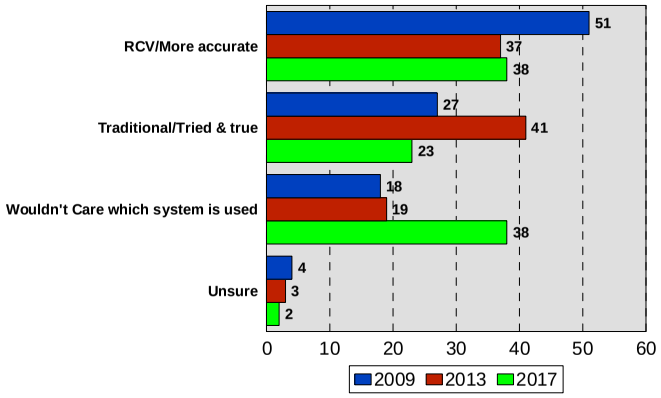
2017 City of Minneapolis



The Morris Leatherman Company

Which of the following best describes your opinion if this happened?

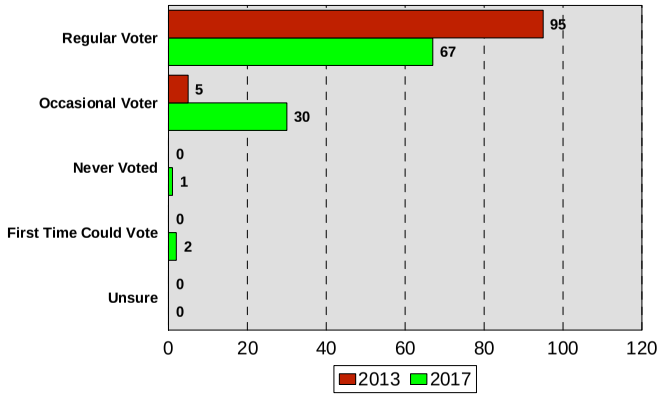
2017 City of Minneapolis



The Morris Leatherman Company

Would you say you were a....?

2017 City of Minneapolis



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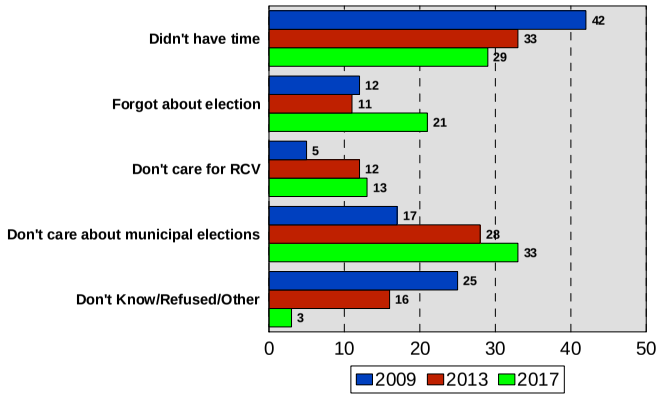
Non-Voters in City of Minneapolis Municipal Elections

The Morris Leatherman Company

Why did you not vote in this year's municipal election, was it because you?

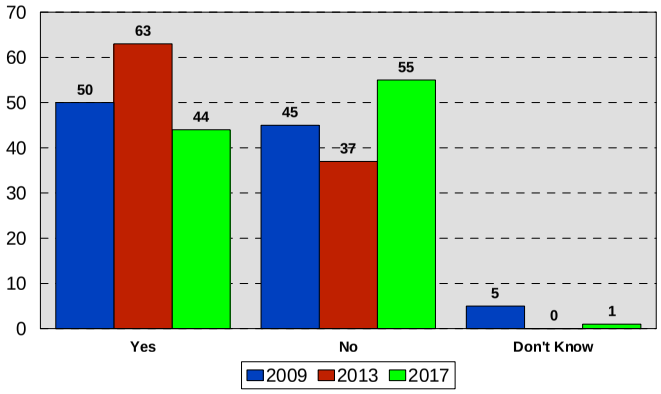
2017 City of Minneapolis



The Morris Leatherman Company

Did you know this election would use ranked choice method of voting?

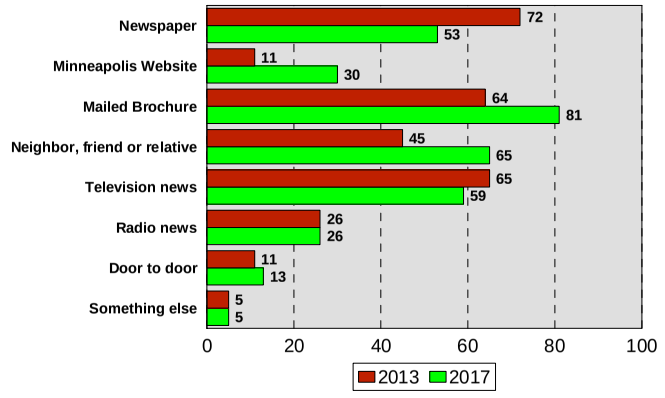
2017 City of Minneapolis



The Morris Leatherman Company

How did you learn about ranked choice voting?

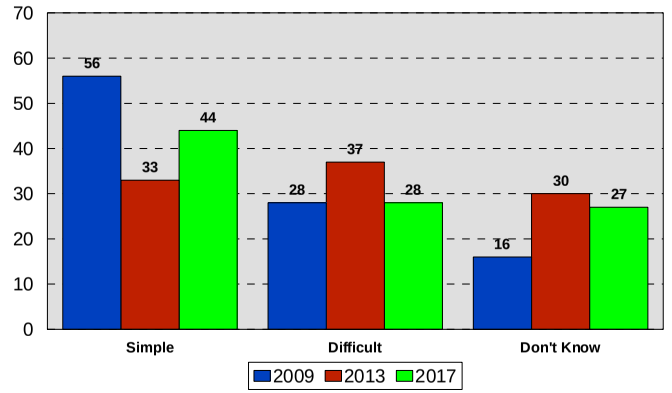
2017 City of Minneapolis



The Morris Leatherman Company

Based on what you know, would you it would be simple or difficult to rank your choices on the ballot?

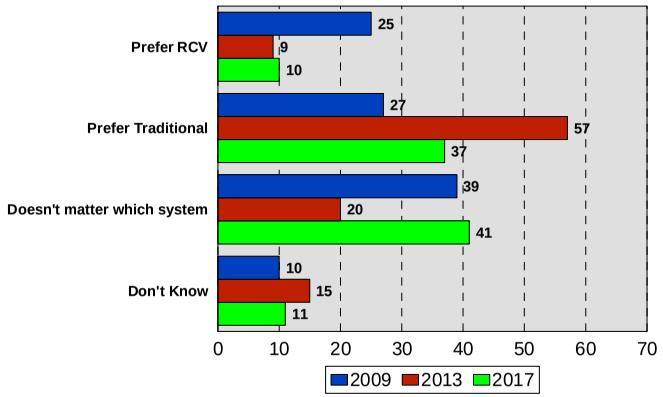
2017 City of Minneapolis



The Morris Leatherman Company

What is your opinion of the ranked choice voting system?

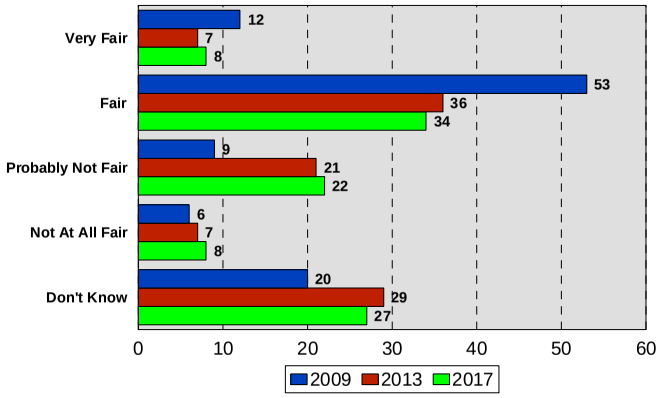
2017 City of Minneapolis



The Morris Leatherman Company

Personally, would you say ranked choice voting is....?

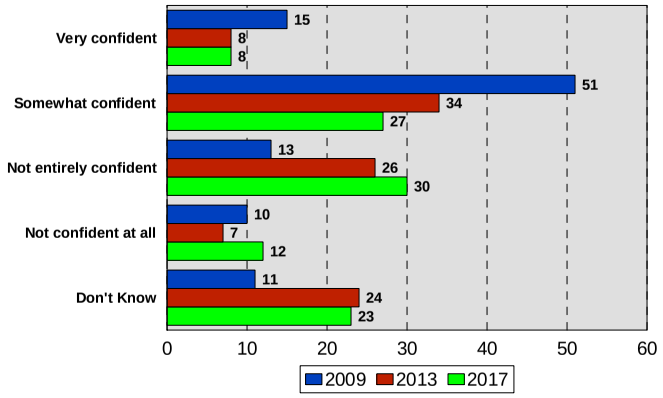
2017 City of Minneapolis



The Morris Leatherman Company

Are you....That votes were counted accurately using ranked choice voting?

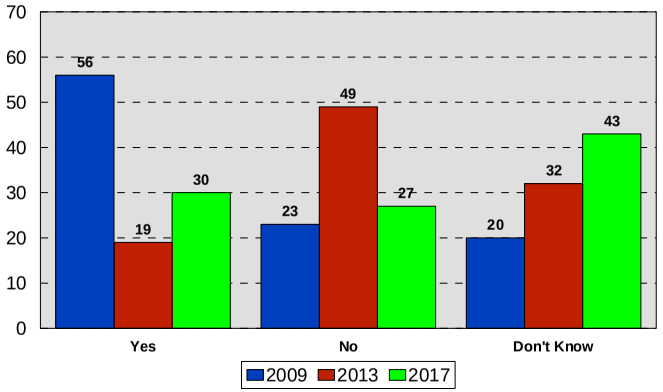
2017 City of Minneapolis



The Morris Leatherman Company

Do you think ranked choice voting should be used in future municipal elections?

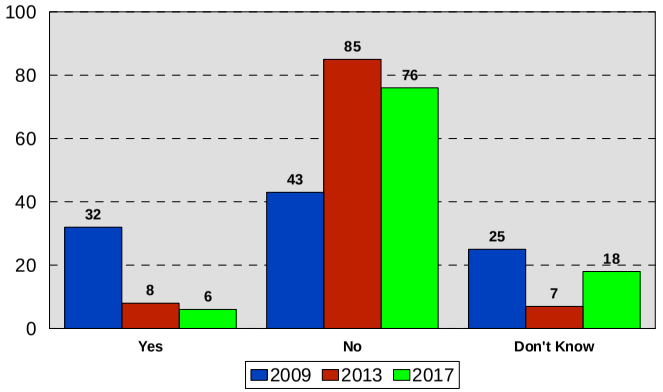
2017 City of Minneapolis



The Morris Leatherman Company

If there were no such delay in announcing the winners of a ranked choice voting election, would you then change your opinion about ranked choice voting?

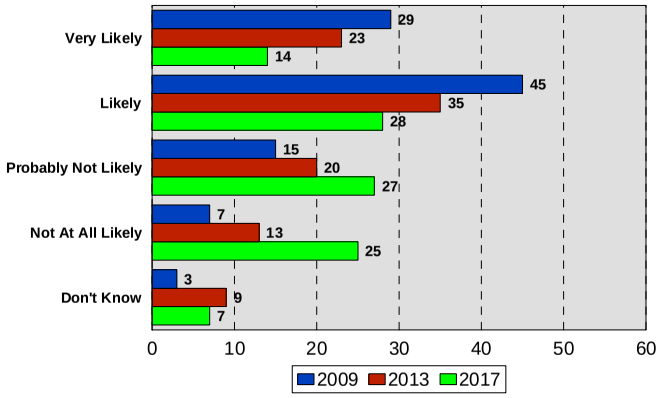
2017 City of Minneapolis



The Morris Leatherman Company

Would you say you are....To vote in future Minneapolis municipal election?

2017 City of Minneapolis



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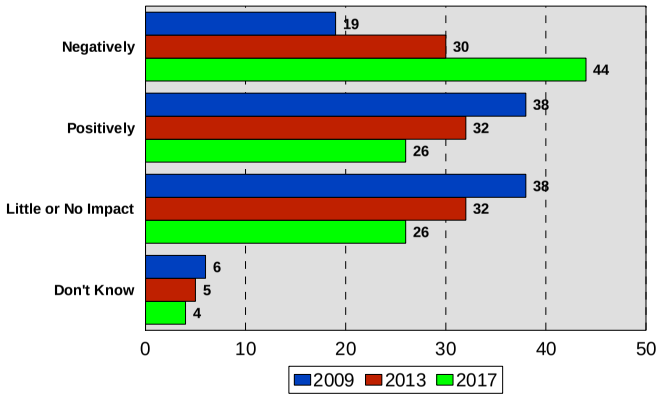
Candidates in City of Minneapolis Municipal Elections

The Morris Leatherman Company

Generally, do you think ranked choice voting negatively or positively impacted your campaign or had little or no impact on your campaign?

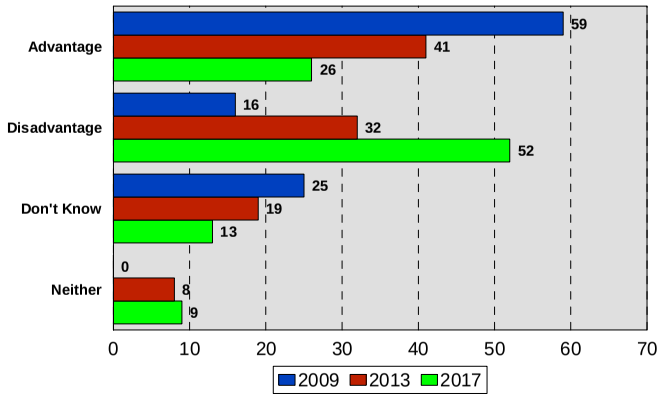
2017 City of Minneapolis



The Morris Leatherman Company

Do you think ranked choice voting was an advantage or disadvantage to your candidacy?

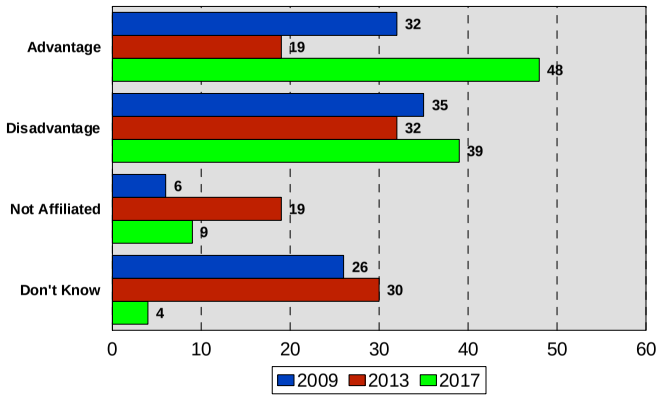
2017 City of Minneapolis



The Morris Leatherman Company

Do you think ranked choice voting was an advantage or disadvantage to your political party?

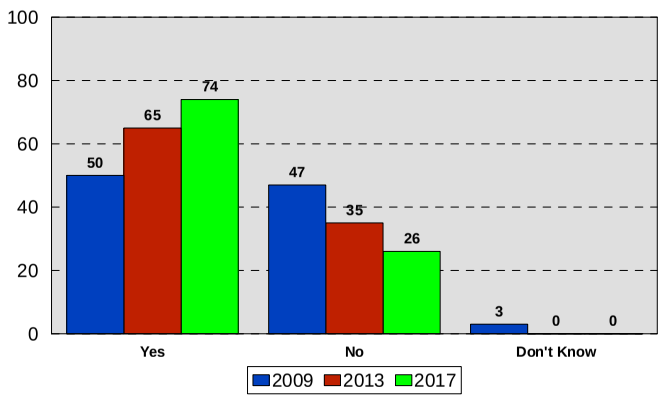
2017 City of Minneapolis



The Morris Leatherman Company

Did your campaign strategy change because of ranked choice voting?

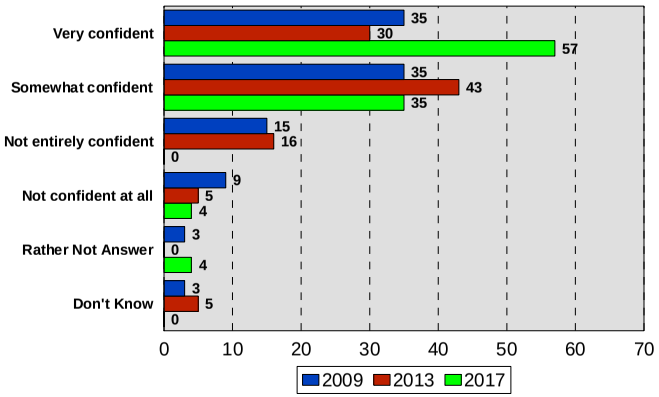
2017 City of Minneapolis



The Morris Leatherman Company

Are you....That votes were counted accurately using ranked choice voting?

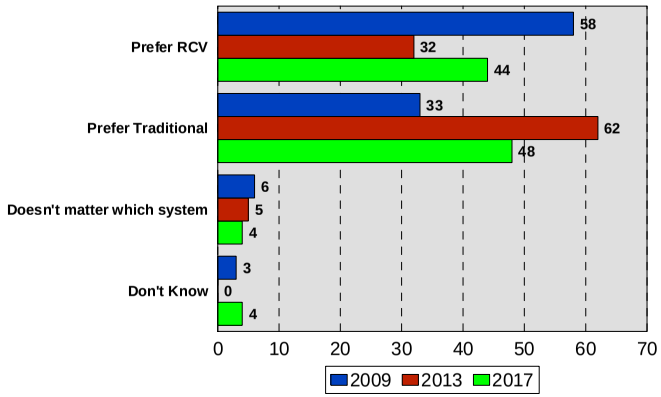
2017 City of Minneapolis



The Morris Leatherman Company

What is your opinion of the ranked choice voting system?

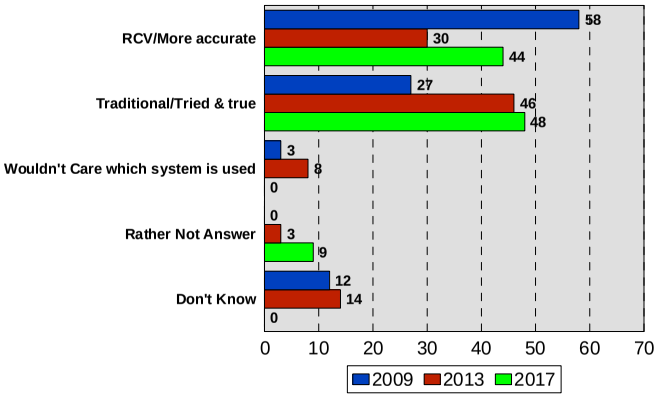
2017 City of Minneapolis



The Morris Leatherman Company

Which of the following best describes your opinion if this happened?

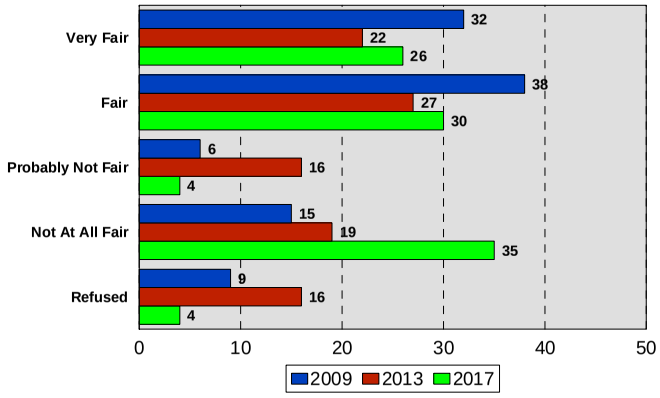
2017 City of Minneapolis



The Morris Leatherman Company

Do you think ranked choice voting is....?

2017 City of Minneapolis



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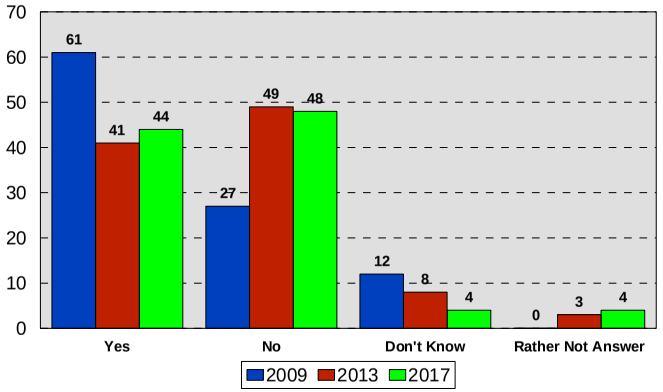
Do you think ranked choice voting should be used in future municipal elections?

2017 City of Minneapolis



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Election Judges in City of Minneapolis Municipal Elections

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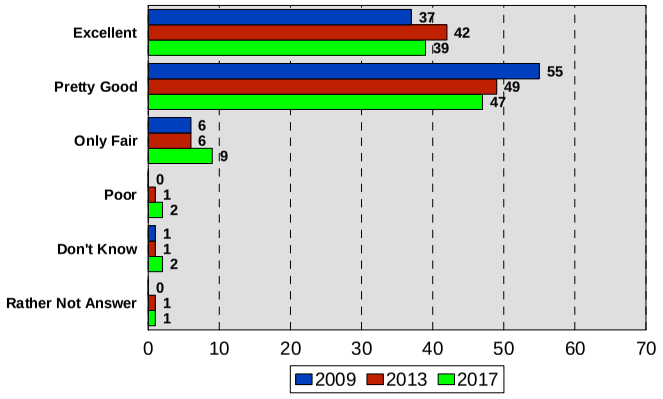
After your experience today, how would you rate your training for the ranked choice voting election?

2017 City of Minneapolis



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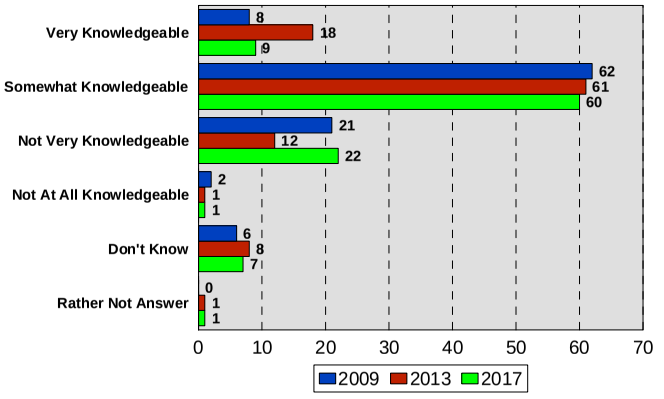
In your opinion, how would you rate how knowledgeable voters were ranked choice voting before they entered the polling place?

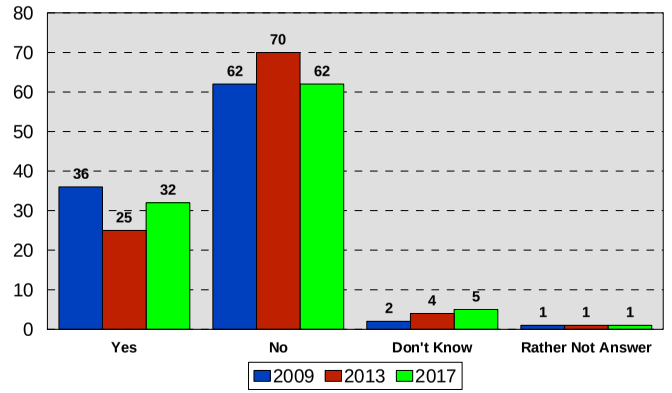
2017 City of Minneapolis



The Morris Leatherman Company

Did voters want to engage you in a discussion about the pros and cons of ranked choice voting at the polling place?

2017 City of Minneapolis



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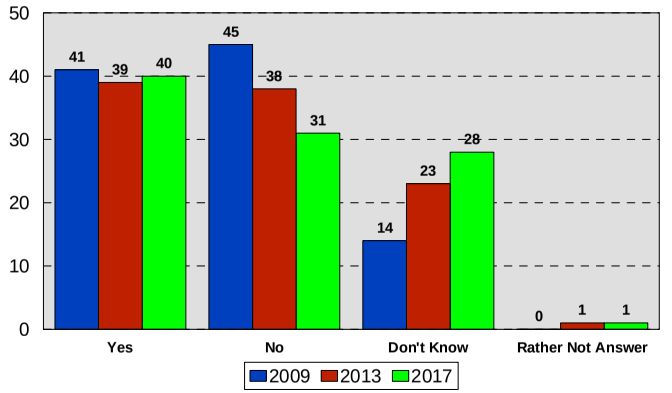
In your personal estimation, did voters need more time to complete ranked choice voting ballots than tradition ballots?

2017 City of Minneapolis



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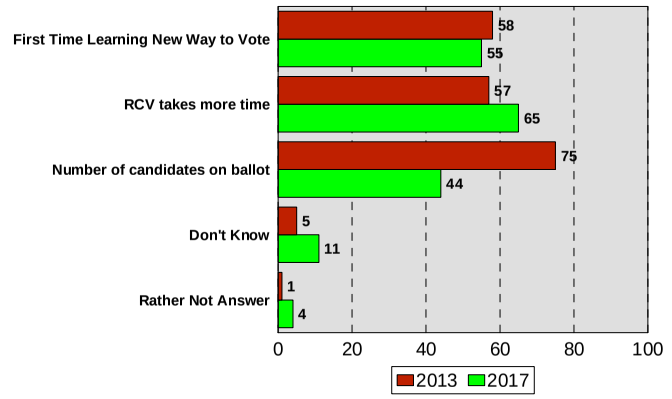
Why do you think voters needed more time?

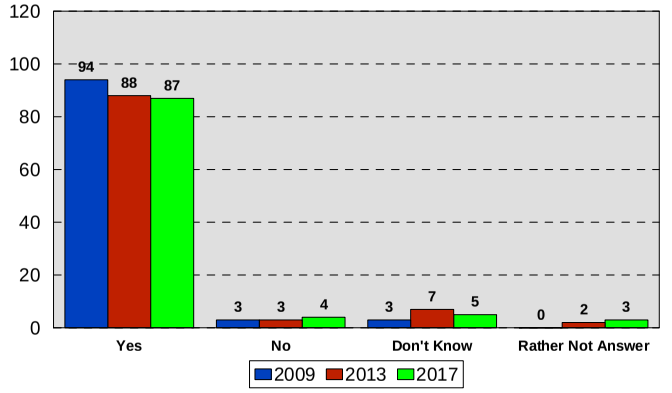
2017 City of Minneapolis



The Morris Leatherman Company

All things considered, were you able to do your normal duties as a judge?

2017 City of Minneapolis



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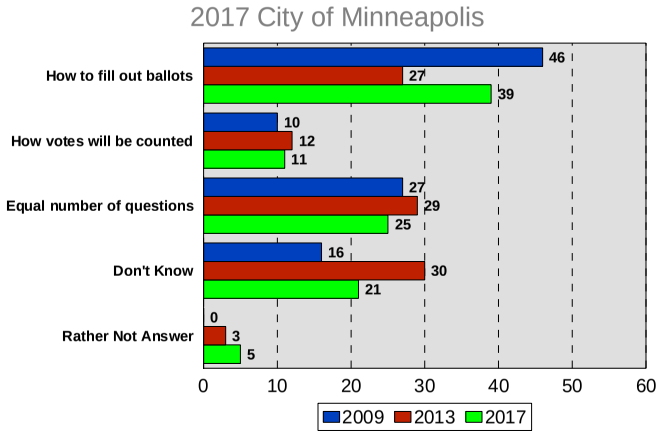
Would you say you were asked more questions from voters about how to fill out the ballot or how votes will be counted?



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Minneapolis Elections & Voter Services
Student Election Judge Program:
Ensuring Language Accessibility

Since 1991, the Student Election Judge Program has engaged high school students ages 16 and older as poll workers on Election Day. High school students receive the same training and work alongside adult election judges, performing all the same duties at the same rate of pay. The Student Election Judge program serves multiple goals:

- Increase the number of election judges who are bilingual in targeted languages.
- Address short- and long-term election needs for effective, technology-adept poll workers.
- Increase the ethnic and age diversity of our election judges to better reflect the face of our community.
- Help high school students attain civic skills and dispositions.
- Provide high school students with increased connections to their community.

The program has been growing, expanding from 162 student election judges in 2014, to 352 in the 2016 general election. For the smaller-turnout 2017 municipal election, 291 student election judges have been assigned across the 132 precincts in Minneapolis, more than 10% of our election workforce.

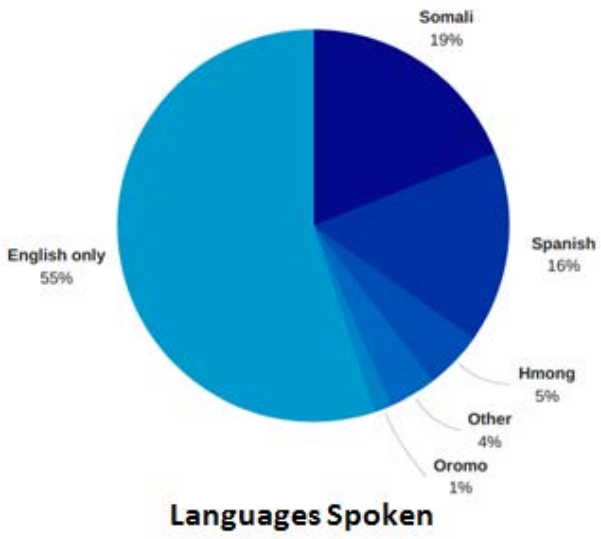
Language Support

The Student Election Judge Program has become an important strategy in providing language accessibility in the polling place in Minneapolis. Minneapolis has identified 56 precincts that serve voters needing language assistance, and aims to staff those precincts with election workers who speak the desired languages, including Amharic, Hmong, Oromo, Russian, Somali, Spanish, and Vietnamese. High school students fluent in other languages are vital to helping Elections & Voter Services meet that goal.

Student Election Judges bring important language diversity to the election worker pool. In 2016, 45% of Student Election Judges reported being bilingual; among all election judges, only 13% were. Just over 40% of election judges speaking Hmong, Somali, and Spanish in 2016 were high school students, while comprising less than 10% of workers. Elections expects that the numbers will be similar in 2017.

Students who are bilingual in targeted languages serve in precincts with needs for interpreters in those languages whenever possible. While they are not specifically trained in interpreting, they provide a much-needed bridge to making the voting experience accessible to those who need language support. Bilingual

students assist with Election Day registration, answering voter questions about the voting process, and assisting voters with low literacy skills in their preferred language.



The Student Election Judge Program recruits specifically among schools with high concentrations of students who speak targeted languages. We've developed partnerships with Cristo Rey Jesuit High School for Spanish speakers, Ubah Medical Academy and Metro Schools College Prep for Somali speakers, and Edison and Patrick Henry high schools for Hmong speakers. Together these five schools provided nearly half of the Student Election Judges capable of providing language support to voters.

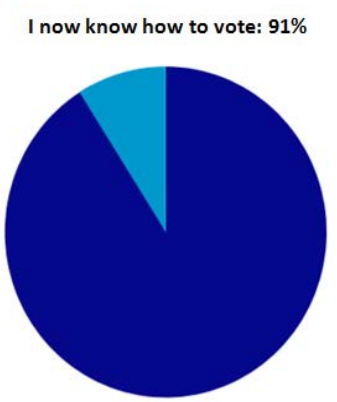
The Student Election Judge Program has become an important strategy in providing language accessibility in the polling place in Minneapolis. Minneapolis seeks to staff 56 of its 132 precincts with election workers who can assist voters in targeted languages: Hmong, Oromo, Russian, Somali, Spanish. High school students fluent in other languages are vital to helping meet that goal.

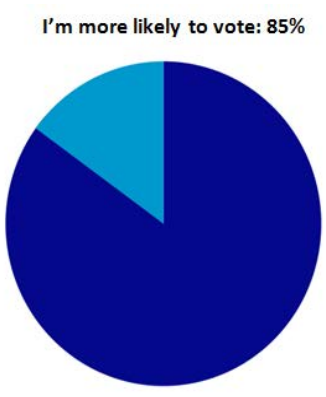
Program Efficacy

Students, school staff, adult election judges, and voters all speak very highly of the program's efficacy.

Participants Report Benefits

In a post-election online survey of 2016 Student Election Judges (response rate: 150 out of 352), students reported several benefits. Among those are high percentages of students who say that they now know how to vote (91%) and are more likely to vote once they are old enough (85%). Nearly 2/3 of participants also reported that because of the





program, they will seek more ways to be involved in their community.

One student wrote: “I learned about the great lengths Minnesota goes through to make sure that the voting process is not corrupt and every voter has a chance to vote without discrimination or prejudice.”

Head Election Judges Report Satisfaction

Adult election judges often request that the same students be allowed to return to serve voters in that specific precinct for the next election. Students echo this sentiment and often ask to be assigned to the same precinct—working in familiar surroundings with the election judge team they’ve already gotten to know. A concerted effort is made to honor these requests whenever possible.

Head and Assistant Head Election Judges receive information on working effectively with high school students as part of their training. New guidelines developed in 2017 address issues of safety for youth while working on Election Day, helping to protect adults from unfounded allegations of improper conduct and reducing the possibility of adults having undue influence over individual youth.

Head Election Judges comment on what it’s like to work with a particular student:

- “Friendly and helpful right off the bat.”
- “Performed each job like a pro.”
- “Good attention to detail.”
- “Exceptional meeting voter needs and identifying issues.”
- “Jumped right in and picked up the tasks—was helping other judges who had questions.”

One Head Election Judge who gave kudos to the language support students provide in her precinct said, “ Students tend to be very eager to provide the support and very patient, going back and forth from language to language with ease.” The rapport students build with the voters is a key in making voters who need language support feel welcome.

Sustainability

The program has proven sustainable over 25 years, as it has existed in one form or another. Recent changes have been implemented to ensure that even through a leadership transition, the program can remain robust.

Youth require more support than adult election judges in order to be able to participate. Their schools have to cooperate, their parents or guardians have to give express permission and agree to provide transportation, and many have not yet developed the work skills that it takes to communicate professionally with adults outside of school. They have very busy schedules with school, sports, college applications, jobs, and other activities, and are often dependent on others' schedules for transportation. Minneapolis Elections & Voter Services has built in structures in the program to assist with meeting these special needs. The key structure for doing so is to build strong partnerships with schools and youth-serving nonprofits.

Role of Partners

School partners are invaluable in helping to recruit and support the students who participate. We currently work in partnership with 17 Minneapolis-area high schools to offer information and recruiting sessions in the spring and fall. Program staff meet in advance with school staff each year to discuss the requirements and process and provide a variety of materials to assist with recruiting and training.

School staff and elections staff communicate regularly to make sure that students and teachers are aware op program requirements and deadlines. School personnel help guide students individually as needed through the application, permission, and scheduling issues. In turn, elections staff offer regular reports to school partners on student applicants and their progress toward meeting the requirements. In October, the Student Election Judge program staff send detailed reports of qualified student participants for final authorization from the school to participate.

Some schools with particularly vulnerable student populations provide additional support for them to be able to participate: child care, transportation assistance, and even box meals to bring to the Election Day work site.

In our 2016 survey, 78% of student respondents said that they felt supported by their school in being an election judge, with 40% reporting exceptional support.

Role of Technology

Operated initially with dedicated staff to provide the support and attention needed to run the program effectively, the Student Election Judge program has gradually been integrated into the same systems that Elections & Voter Services uses with adult election judges.

Student training was formerly done on site at the schools during the school day to provide convenience, but as schools came under pressure to increase instruction time, students were integrated as participants in the regularly scheduled team election judge trainings. Online scheduling of trainings has proven highly successful, as more students are able to select times for training that fit their busy schedules.

Our Elections Management System streamlines communication, allowing regular messages to groups of students by email and phone, and provides efficient tracking and reporting of student progress. Integrating students into this system and adding features to it to allow for the special reporting functions needed by the Student Election Judge Program have eliminated weeks of manual tracking and reporting.

Integration into Existing Structures

An important factor in making the program sustainable is integrating it into other existing structures within the department. To meet the increased demand for training more student judges without additional staff and training sites, the program started to train student judges alongside the adult judges at regularly scheduled training sessions instead of separate classes in the schools. Students enjoy getting a glimpse of the people they will be working with on Election Day as they prepare for their jobs.

Student compensation was aligned with the regular team election judge pay rate, since they are accomplishing the same work as their adult counterparts.

Outreach

Outreach to schools about the program provides Elections & Voter Services a natural venue to recruit election workers capable of providing language support by meeting them where they naturally congregate. The program's goals and structure mesh well with those of the schools. Being an election judge fosters civic skills and dispositions and in provides students real-world opportunities to build professional skills. Many schools also value helping their vulnerable populations gain real, paid work experience. This makes outreach easier, because teachers provide either direct access for program staff to recruit students or indirect access through their own presentations and advocacy of this opportunity.

School contacts also provide outreach to other schools about this opportunity. The program has long partnered with Minneapolis Public Schools to engage students, but as the face of education changes in Minneapolis, more students are attending charter, alternative, and private programs--particularly those among our target population for language assistance. Educators who value the program assist in reaching out to colleagues at other schools whose students might benefit. Students who have participated likewise reach out to their friends. This has led to new school partnerships in 2017 with Ubah Medical Academy

(initiated by an enthusiastic student), Venture Academy (focused on real-world learning), and Augsburg-Fairview Academy (which includes a focus on American Indian Education and homeless/independent high school students).

Also new for 2017, we have formed partnerships with the League of Women Voters Minneapolis and Civic Youth/Kids Voting in order to cross-promote civic engagement opportunities for youth with our respective programs. We have done two joint presentations so far. Plans for 2018 include exploring partnerships with Youthprise, YWCA, Eastside Neighborhood Services, and other large nonprofits providing out-of-school time youth development programs.

Replicability

The Student Election Judge program is highly replicable, requiring seasonal concentrated staff time for recruitment and supervision, but otherwise integrating with the other election judge systems for tracking, assigning, reporting, and payroll.

The program manual that Elections & Voter Services creates each year for participating schools can serve as the basis of a longer and more detailed guide to the program.

The materials for the program are created and printed internally by Minneapolis Elections staff and designed to be easily updated as needed between election cycles. Below is a list of the materials for the program by audience, ordered roughly chronologically when they are used in the process.

Materials for educators

- Recruitment posters
- Teacher program guide (36 pp) outlining goals, deadlines, requirements, and reporting.
- Presentation (11 slides, 8 minutes) that can be delivered by program staff or educators familiar with the program
- Program overview handouts to distribute to interested students (1 page/two-sided)
- Handouts from partner organizations (League of Women Voters, Kids Voting)

Materials for students

- Recruitment posters
- Recruitment video (2.5 minutes)
- "Be a Student Election Judge" handout
- Online application
- Parent permission Form (1 page)
- Attendance Report
- Post-experience survey (15 questions, online)

Materials students share with adult election workers

- Election Worker Portal
- Election Judge training
- Minneapolis Election Judge Manual
- www.voteminneapolismn.gov

Continuous Innovation

The Student Election Judge Program has survived for more than 25 years because it is continually adapting to the changing needs of the election ecosystem and the community of families and voters in Minneapolis.

One of the major challenges in the coming years will not be recruiting enough Student Election Judges to maintain the program, but in more targeted recruiting to ensure that the program continues to get the mix of students that it now attracts. Creative partnerships were the key to building the current program, and they will be important in ensuring its sustainability.

As staff look to the future of this program, the vision is for tighter connections to other youth civic engagement programs, adding additional opportunities for high school students to participate.

In 2016-17 the program took several steps to involve students in program improvement:

- a focus group with experienced student judges
- a post-election survey aimed at better understanding the program benefits and students' perception of the support they receive
- usability testing with program materials to identify key places the process could be streamlined and easy the burden on students and staff
- actively engaging students in classroom presentations on being an election judge and other election-related topics
- program overview video featuring students talking about their experience on Election Day

In 2018 and beyond we seek to develop addition improvements and resources, such as exploring a more formal Student Ambassador cohort to help recruit election judges from desired demographics, involving students in presenting at statewide and national conferences on youth civic engagement, providing more formal guidance on providing language support, and offering opportunities for students to provide input and perhaps assist in the program itself beyond Election Day.

Minneapolis voters are well served by this program, in particular voters who require language assistance. Whether they need to register to vote, navigate the polling place, or have a question on ranked-choice voting, Student Election Judges will be there to assist in the language they need.

U.S. ELECTION ASSISTANCE COMMISSION

News

Minneapolis' Student Election Judge Program Honored with a "Clearie" Award

Nov 28, 2017

U.S. Election Assistance Commission National Award Commemorates Best Practices in Election Administration

Silver Spring, Md. – The U.S. Election Assistance Commission (EAC) today announced that the city of Minneapolis has won a national competition recognizing best practices in election administration. Minneapolis was selected for its work to recruit, train and retain election workers. Born of the commission's mandate to serve as a national clearinghouse of information on election administration, the EAC's annual "Clearie" awards recognize outstanding innovations in election administration that can serve as examples to other officials and jurisdictions.

Since 1991, the Minneapolis Student Election Judge Program has engaged high school students ages 16 and older as poll workers on Election Day. These students receive the same training as and work alongside adult election judges, performing all the same duties at the same rate of pay. In doing so, the program:

- Increases the number of election judges who are bilingual in targeted languages.
- Addresses the need for tech-adept poll workers.
- Increases the ethnic and age diversity of Minneapolis election judges to better reflect the face of the community.
- Provides high school students with increased connections to their community and helps them attain civic skills and dispositions.

The Student Election Judge Program has been growing, expanding from 162 student election judges in 2014, to 352 during the 2016 general election. For the 2017 municipal

election, 291 student election judges were assigned across Minneapolis' 132 precincts and accounted for more than 10 percent of the city's election workforce.

"These awards celebrate the very best in election practices across the nation," said EAC Chairman Matthew Masterson. "As we travel throughout the country, our commission sees first-hand the innovation and commitment to excellence that election officials and their partners bring to their work. These awards acknowledge that work and highlight best practices that other election administrations can emulate."

Recruiting poll workers can often be a challenge for election officials. According to a research brief released in November 2017 by the EAC, nearly 65 percent of jurisdictions around the country reported it was "very difficult" or "somewhat difficult" to obtain a sufficient number of poll workers. Even more challenging is recruiting a team of election workers that reflect the diversity of the community they will serve on Election Day.

For more information about the "Clearies" or to speak with Chairman Masterson, please contact Brenda Bowser Soder at bsoder@eac.gov or 202-897-9285.

# # #

The U.S. Election Assistance Commission (EAC) was established by the Help America Vote Act of 2002 (HAVA). It is an independent, bipartisan commission charged with ensuring secure, accurate and accessible elections by developing guidance to meet HAVA requirements, adopting voluntary voting system guidelines, and serving as a national clearinghouse of information on election administration. EAC also accredits testing laboratories and certifies voting systems, as well as administers the use of HAVA funds. For more information, visit ***www.eac.gov****.*